



General Assembly

Distr.: General
2 August 2007

Original: English

Sixty-second session

Item 72 (b) of the provisional agenda*

Promotion and protection of human rights: human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedoms

The right to development

Report of the Secretary-General

I. Introduction

1. The present report supplements the report of the United Nations High Commissioner for Human Rights on the right to development to the Human Rights Council at its fourth session (A/HRC/4/55 of 14 February 2007) and provides relevant conclusions and recommendations of the Working Group on the Right to Development at its eighth session.

2. The High Commissioner for Human Rights submitted her aforementioned annual report on the right to development to the Human Rights Council in accordance with Council decision 2/102 of 6 October 2006. In that decision, the Human Rights Council had requested the High Commissioner to continue with the fulfilment of her activities, in accordance with all previous decisions adopted by the Commission on Human Rights and to update the relevant reports and studies. The Office of the High Commissioner for Human Rights understands decision 2/102 as preserving the previous annual reporting cycle in respect of this issue until otherwise decided by the Council.

3. In its decision 1998/269, the Economic and Social Council, taking note of Commission on Human Rights resolution 1998/72, endorsed the Commission's recommendation to establish a follow-up mechanism to make further progress towards the realization of the right to development as elaborated in the Declaration on the Right to Development. The mechanism included the establishment of an open-ended working group, which has convened eight sessions. At its fifth session, in February 2004, the Working Group on the Right to Development agreed to recommend to the Commission on Human Rights that it establish a high-level task

* A/62/150.



force on the implementation of the right to development, within the framework of the Working Group, in order to assist it in fulfilling its mandate as reflected in paragraph 10 (a) of Commission resolution 1998/72. The task force has been convened for three sessions.

II. Updated information complementing the report of the High Commissioner for Human Rights on the right to development

4. In its resolution 61/169 on the right to development, the General Assembly requested the Secretary-General to bring the resolution to the attention of Member States, United Nations organs and bodies, specialized agencies, funds and programmes, international development and financial institutions, in particular the Bretton Woods institutions, and non-governmental organizations and to submit a report to the Assembly at its sixty-second session and an interim report to the Human Rights Council on the implementation of the resolution, including efforts undertaken at the national, regional and international levels in the promotion and realization of the right to development. The Assembly also invited the Chairperson of the Working Group on the Right to Development to present a verbal update to the General Assembly at its sixty-second session.

5. The Working Group on the Right to Development convened its eighth session from 26 February to 2 March 2007 to consider the report of the high-level task force (A/HRC/4/WG.2/TF/2) and further initiatives in accordance with its mandate. At its previous session, the Working Group had adopted conclusions and recommendations (see E/CN.4/2006/26, chap. III), including a set of criteria for the periodic evaluation of global development partnerships from the perspective of the right to development. The task force focused on the pilot application of the right-to-development criteria to three selected development partnerships, namely, the African Peer Review Mechanism, the Economic Commission for Africa/Organization for Economic Cooperation and Development-Development Assistance Committee Mutual Review of Development Effectiveness in the context of the New Partnership for Africa's Development (NEPAD) and the Paris Declaration on Aid Effectiveness. The Working Group's conclusions and recommendations, after consideration of the task force report, have been endorsed by the Human Rights Council, which in its resolution 4/4, decided to renew the mandate of the Working Group and the task force for a further two years.

6. Pursuant to Commission on Human Rights resolution 2003/83, a member of the Subcommission on the Promotion and Protection of Human Rights, Florizelle O'Connor, submitted to the Subcommission at its fifty-seventh session a concept document (E/CN.4/Sub.2/2005/23) establishing options and their feasibility for the implementation of the right to development. The Secretariat submitted to the Commission on Human Rights at its sixty-second session a note (E/CN.4/2006/25) containing a summary of views and ideas with respect to the right to development discussed by the Subcommission at its fifty-seventh session. In view of the fact that a decision still has to be taken on a successor expert-advice mechanism to the Subcommission, there has been no further development in regard to the concept document.

III. Conclusions and recommendations of the Working Group on the Right to Development

7. At its eighth session, the Working Group on the Right to Development adopted conclusions and recommendations (see A/HRC/4/47, chap. III), including the conclusion that the application of the right-to-development criteria facilitates the incorporation by current and future partnerships of essential elements of the right to development into their respective operational frameworks, thereby furthering the implementation of the right to development and, at the same time, providing the empirical basis for progressively developing and refining these criteria (*ibid.*, para. 49).

8. The Working Group agreed that there was a need to take that work forward through both a deeper dialogue with the three partnerships examined by the task force and the evaluation of additional partnerships dealing with other aspects of Millennium Development Goal 8 (*ibid.*, para. 50).

9. The Working Group recognized that the right-to-development criteria would benefit from further review of their structure, coverage of aspects of international cooperation identified under Millennium Development Goal 8 and the methodology for their application. The criteria should be further applied to identified global partnerships and progressively developed and refined. In that context, the Working Group recommended that the task force adopt a gradual approach based on rigorous empirical analysis and constructive consolidation of its findings in a phased manner. Recognizing the need to explore other strategic and representative partnerships in the context of Millennium Development Goal 8, in addition to the three identified partnerships, the Working Group decided that priority should be given initially to the Cotonou Partnership Agreement between African, Caribbean and Pacific countries and the European Union (*ibid.*, paras. 51, 53-56).

10. The Working Group further recommended the continuing active participation of international financial, trade and development institutions (*ibid.*, para. 57).

11. The Working Group's conclusions and recommendations have been endorsed by the Human Rights Council, which in its resolution 4/4, decided to renew the mandate of the Working Group and the task force for a further two years.



General Assembly

Distr.: General
2 August 2007

Original: English

Sixty-second session

Item 71 of the provisional agenda*

Right of peoples to self-determination

Universal realization of the right of peoples to self-determination

Report of the Secretary-General

Summary

In its resolution 61/150, the General Assembly requested the Secretary-General to report to the Assembly at its sixty-second session on the question of the universal realization of the right of peoples to self-determination. The present report has been prepared pursuant to this request. It contains a summary of developments relating to the consideration by the Human Rights Council of the subject matter. It also outlines relevant jurisprudence of the Human Rights Committee and the Committee on Economic, Social and Cultural Rights on the treaty-based human rights norms relating to the realization of the right of peoples to self-determination.

* A/62/150.



I. Introduction

1. In its resolution 61/150, the General Assembly requested the Human Rights Council to continue to give special attention to the violation of human rights, especially the right to self-determination, resulting from foreign military intervention, aggression or occupation and requested the Secretary-General to report on the question to the Assembly at its sixty-second session. The present report is prepared pursuant to paragraph 6 of resolution 61/150.

2. The present report contains a summary of developments relating to the consideration by the Human Rights Council of the question of the realization of the right to self-determination and a summary of recent concluding observations of the Human Rights Committee and the Committee on Economic, Social and Cultural Rights, based on their consideration of periodic reports submitted by States parties to the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights in respect of the implementation of the right to self-determination guaranteed in article 1 of the two Covenants.

II. Consideration by the Human Rights Council of the question of the realization of the right of peoples to self-determination

3. Following its first special session held on 5 and 6 July 2006 to consider the human rights situation in the occupied Palestinian territories, the Human Rights Council held its third special session on 15 November 2006 "to consider and take action on the gross human rights violations emanating from Israeli military incursions in the Occupied Palestinian Territory, including the recent one in northern Gaza and the assault on Beit Hanoun". In its resolution S-3/1, the Council decided to dispatch urgently a high-level fact-finding mission to Beit Hanoun to, inter alia, assess the situation of victims, address the needs of survivors and make recommendations on ways and means to protect Palestinian civilians against any further Israeli assaults.

4. Subsequently, at its third and fourth regular sessions, the Council adopted resolutions 3/1 and 4/2 on the human rights situation in the Occupied Palestinian Territory and the follow-up to Council resolutions S-1/1 and S-3/1, adopted respectively at the first and third special sessions and dealing with issues relevant to the realization of the right to self-determination. The Council called for the implementation of resolutions S-1/1 and S-3/1, including the dispatching of urgent fact-finding missions.

5. The Human Rights Council held its fifth session from 11 to 18 June 2007 and considered the report submitted by the Special Rapporteur on the situation of human rights in the Palestinian territories occupied since 1967, John Dugard, on the non-implementation of Human Rights Council resolution S-1/1 (A/HRC/5/11) and the report of the high-level fact-finding mission to Beit Hanoun established under resolution S-3/1 (A/HRC/5/20). On 18 June 2007, the Human Rights Council decided, without a vote, to postpone action on draft resolution A/HRC/5/L.5, entitled "Human rights situation in the Occupied Palestinian Territory: follow-up to Human Rights Council resolutions S-1/1 and S-3/1".

6. The High Commissioner for Human Rights submitted to the Human Rights Council at its fifth session a report on the follow-up to the report of the Commission of Inquiry on Lebanon (A/HRC/5/9). The Commission of Inquiry on Lebanon, established by the Human Rights Council in its resolution S-2/1 of 11 August 2006, had submitted its report (A/HRC/3/2) to the Council on 1 December 2006. The report of the High Commissioner outlines a wide range of activities and programmes launched by the international community that give concrete follow-up to the Commission of Inquiry's recommendations. It also highlights the importance of integrating human rights into any recovery process to ensure increased sustainability, as can be seen clearly in post-war Lebanon. The range of activities giving effect to the recommendations of the Commission of Inquiry is to be warmly welcomed, as are all efforts to integrate human rights into the reconstruction process.

7. At its fourth session, on 21 March 2007, the Human Rights Council considered the report of the Working Group on the use of mercenaries as a means of violating human rights and impeding the exercise of the rights of peoples to self-determination (A/HRC/4/42). Pursuant to Council decision 4/105 of 30 March 2007, consideration of draft decision A/HRC/2/L.19, entitled "The use of mercenaries as a means of violating human rights and impeding the exercise of the right of peoples to self-determination", was deferred to the fifth session of the Council. On 20 June 2007, by its decision 5/102, the Council decided, without a vote, to postpone action on the draft decision.

8. On 18 June 2007, by resolution 5/1 entitled "Institution-building of the United Nations Human Rights Council", the Council adopted its agenda, which includes a specific item, item 7, on the human rights situation in Palestine and other occupied Arab territories. In accordance with the framework for the programme of work of the Council, item 7 also deals with the right to self-determination of the Palestinian people. The text annexed to the above-mentioned resolution provides details of the universal periodic review mechanism of the Council. In section A of this text, entitled "Basis of the review", the complementary and mutually interrelated nature of international human rights law and international humanitarian law are acknowledged and it is stipulated that the review should take into account applicable international humanitarian law.

III. Concluding observations of the Human Rights Committee and the Committee on Economic, Social and Cultural Rights

9. The principle of self-determination is enshrined in Article 1, paragraph 2, of the Charter of the United Nations. Article 1, paragraph 1, of the International Covenant on Civil and Political Rights and article 1, paragraph 1, of the International Covenant on Economic, Social and Cultural Rights affirm the right of all peoples to self-determination. Article 1, paragraph 3, of both Covenants imposes upon States parties, including those having responsibility for the administration of Non-Self-Governing and Trust Territories, the obligation to promote the realization of that right and to respect it, in conformity with the provisions of the Charter.

10. The Human Rights Committee and the Committee on Economic, Social and Cultural Rights have recently addressed the right to self-determination in their

consideration of States parties' periodic reports submitted respectively under article 40 of the International Covenant on Civil and Political Rights and articles 16 and 17 of the International Covenant on Economic, Social and Cultural Rights. A summary of these observations is presented in the following sections.

A. Concluding observations of the Human Rights Committee

11. The Human Rights Committee addressed several issues relating to the right to self-determination in its concluding observations on Norway and the United States of America with respect to indigenous peoples.

12. In its concluding observations on Norway adopted on 24 March 2006, the Human Rights Committee welcomed

"the Agreement entered into by the State party and the Sameting on 11 May 2005 setting out procedures for consultation between central government authorities and the Sameting, as well as the adoption of the Finnmark Act, which is in furtherance of articles 1 and 27 of the Covenant" (CCPR/C/NOR/CO/5, para. 5).

13. In its concluding observations on the United States of America adopted on 27 July 2006, the Committee noted

"with concern that no action has been taken by the State party to address its previous recommendation relating to the extinguishment of aboriginal and indigenous rights. The Committee, while noting that the guarantees provided by the Fifth Amendment apply to the taking of land in situations where treaties concluded between the Federal Government and Indian tribes apply, is concerned that in other situations, in particular where land was assigned by creating a reservation or is held by reason of long possession and use, tribal property rights can be extinguished on the basis of the plenary authority of Congress for conducting Indian affairs without due process and fair compensation. The Committee is also concerned that the concept of permanent trusteeship over the Indian and Alaska native tribes and their land as well as the actual exercise of this trusteeship in managing the so-called Individual Indian Money (IIM) accounts may infringe upon the full enjoyment of their rights under the Covenant. Finally, the Committee regrets that it has not received sufficient information on the consequences on the situation of Indigenous Native Hawaiians of Public Law 103-150 apologizing to the Native Hawaiian Peoples for the illegal overthrow of the Kingdom of Hawaii, which resulted in the suppression of the inherent sovereignty of the Hawaiian people (articles 1, 26 and 27 in conjunction with article 2, paragraph 3 of the Covenant)" (CCPR/C/USA/CO/3/Rev.1, para. 37).

14. The Committee recommended that

"the State party should review its policy towards indigenous peoples as regards the extinguishment of aboriginal rights on the basis of the plenary power of Congress regarding Indian affairs and grant them the same degree of judicial protection that is available to the non-indigenous population. The State party should take further steps to secure the rights of all indigenous peoples, under articles 1 and 27 of the Covenant, so as to give them greater influence in

decision-making affecting their natural environment and their means of subsistence as well as their own culture" (ibid.).

B. The Committee on Economic, Social and Cultural Rights

15. The Committee on Economic, Social and Cultural Rights addressed relevant aspects of the right to self-determination. In its concluding observations on Finland adopted on 18 May 2007, in which it expressed its concern

"that in spite of the efforts made by the State party to solve the question of the ownership and use of land in the Sámi Homeland, the prevailing legal uncertainty surrounding this issue negatively affects the right of the Sámi to maintain and develop their traditional culture and way of life, in particular reindeer herding. The Committee also notes that failure to resolve the issue of land rights in the Sámi Homeland has so far prevented Finland from ratifying ILO Convention No. 169 concerning Indigenous and Tribal Peoples in Independent Countries" (E/C.12/CO/FIN/5, para. 11).

In its recommendations, the Committee urged

"the State party to find an adequate solution to the question of the ownership and use of land in the Sámi Homeland in close consultation with all parties concerned, including the Sámi Parliament, and then to ratify ILO Convention No. 169 concerning Indigenous and Tribal Peoples in Independent Countries as a matter of priority" (ibid., para. 20).



General Assembly

Distr.: General
3 August 2007

Original: English

Sixty-second session
Item 135 of the provisional agenda*
Human resources management

Amendments to the Staff Rules

Report of the Secretary-General

Summary

Consistent with staff regulation 12.3, the present report contains the full text of new rules and amendments to existing rules that the Secretary-General proposes to implement as from 1 January 2008. The report also provides the rationale for those amendments.

The Secretary-General recommends that the General Assembly take note of the amendments to the Staff Rules set out in the annex to the present report.

* A/62/150.

1. Staff regulation 12.3 provides that the full text of provisional staff rules and amendments should be reported annually to the General Assembly.
2. Unless otherwise indicated, the proposed amendments contained in the annex to the present report will be effective from 1 January 2008.

A. 100 series

3. Rule 103.20 (e) (i), Education grant, is amended to provide that the grant shall be payable for up to four years of post-secondary studies.
4. Rule 105.3 (d) (iii), Home leave, is amended to provide that staff members should be able to travel to a country other than the country of their nationality for home leave if they have close family or personal ties in that country.
5. Rule 107.13, Terminal expenses, is amended to indicate that terminal expenses will be paid at rates and under conditions established by the Secretary-General.
6. Rule 107.19 (ii) and (v), Miscellaneous travel expenses, is amended to update the list of expenses for which advance authorization is required.
7. Rule 107.21 (b) and (g), Excess baggage and unaccompanied shipments, is amended to allow for one bag in addition to the free baggage allowance or up to 25 kilograms per traveller and to allow the shipment entitlements for inward and outward journeys to be combined.
8. Rule 107.23, Travel advances, is amended to include the possibility of a 100 per cent travel advance to staff members on official travel status for travel subsistence allowance and terminal expenses.

B. 200 series

9. Rule 203.8 (d) (i), Education grant, is amended to provide that the grant shall be payable for up to four years of post-secondary studies.
10. Rule 205.2 (c), Home leave, is amended to provide that project personnel should be able to travel to a country other than the country of their nationality for home leave if they have close family or personal ties in that country.
11. Rule 207.15, Terminal expenses, is amended to indicate that terminal expenses will be paid at rates and under conditions established by the Secretary-General.
12. Rule 207.19, Miscellaneous travel expenses, is amended to update the list of expenses for which advance authorization is required.
13. Rule 207.20 (b) and (h), Excess baggage and unaccompanied shipments, is amended to allow for one bag in addition to the free baggage allowance, or up to 25 kilograms per traveller, and to allow for the shipment entitlements for inward and outward journeys to be combined.
14. Rule 207.22, Travel advances, is amended to include the possibility of a 100 per cent travel advance to project personnel on official travel status for travel subsistence allowance and terminal expenses.

C. 300 series

15. Rule 307.6, Excess baggage and unaccompanied shipments, is amended to allow for one bag in addition to the free baggage allowance or up to 25 kilograms per traveller and to allow for the shipment entitlements for inward and outward journeys to be combined.

D. Appendix B to 100 series

16. The appendix B applicable to the United Nations Office at Vienna/United Nations Office on Drugs and Crime is new, following a recommendation of the Office of Internal Oversight Services that the United Nations Office at Vienna/United Nations Office on Drugs and Crime establish its own appendix B rather than use the appendix B of the United Nations Industrial Development Organization, which had been applied previously by the United Nations Office at Vienna/United Nations Office on Drugs and Crime.

17. **The Secretary-General recommends that the General Assembly take note of the amendments to the Staff Rules set out in the annex to the present report.**

Annex

Amendments to the Staff Rules

A. 100 series

Rule 103.20 **Education grant**

Duration

(e) (i) The grant shall be payable up to the end of the school year in which the child completes four years of post-secondary studies;

Rule 105.3 **Home leave**

(d) The country of home leave shall be the country of the staff member's nationality, subject to the following terms, conditions and exceptions:

(iii) The Secretary-General may authorize:

a. A country other than the country of nationality as the home country, for the purposes of this rule, in exceptional and compelling circumstances. A staff member requesting such authorization will be required to satisfy the Secretary-General that the staff member maintained normal residence in such other country for a prolonged period preceding his or her appointment; that the staff member continues to have close family and personal ties in that country; and that the staff member's taking home leave there would not be inconsistent with the purposes and intent of staff regulation 5.3;

b. Home leave travel to a country other than the home country, subject to conditions established by the Secretary-General. In such a case, the travel expenses borne by the United Nations shall not exceed the cost of travel to the home country.

Rule 107.13 **Terminal expenses**

(a) For all official travel to or from the duty station, a staff member is entitled to payment of terminal expenses at rates and under conditions established by the Secretary-General. Terminal expenses shall be deemed to cover all expenditures for transportation and incidental charges between the airport or other point of arrival or departure and the hotel or other place of dwelling in respect of the staff member himself or herself and in respect of each family member authorized to travel at United Nations expense, except the costs provided for under rule 107.19 (iii).

(b) No terminal expenses shall be paid in respect of an intermediate stop that:

- (i) Is not authorized;
- (ii) Does not involve leaving the terminal; or
- (iii) Is exclusively for the purpose of making an onward connection.

...

Rule 107.19

Miscellaneous travel expenses

Necessary additional expenses incurred by a staff member in connection with the transaction of official business or in the performance of authorized travel shall be reimbursed by the United Nations after completion of travel, provided that the necessity and nature of the expenses are satisfactorily explained and supported by proper receipts, which shall normally be required for any expenditures in excess of \$20.00. Such expenses, for which advance authorization shall be obtained to the extent practicable, shall normally be limited to:

...

- (ii) Telephone or other forms of communication required for official business;

...

- (v) Text processing services or rental of equipment required for the preparation of official reports or correspondence;

...

Rule 107.21

Excess baggage and unaccompanied shipments

...

(b) Staff members travelling by air shall be entitled to reimbursement of the cost of excess baggage for themselves and their eligible family members for one bag in addition to their free baggage allowance or up to 25 kilograms per traveller.

...

(g) When the authorized travel is by air or by land, charges for unaccompanied shipment of personal effects or household goods relating to travel on home leave, family visit or education grant may be reimbursed up to a maximum of:

- (i) 50 kilograms, or 0.31 cubic metres, by the most economical means, per person, except as provided in subparagraph (ii) below. At the request of the staff member, this entitlement may be converted to 10 additional kilograms of accompanied excess baggage per person;
- (ii) 200 kilograms, or 1.24 cubic metres, by the most economical means, for travel on education grant in regard to the first outward journey to, and the final return journey from, an educational institution;

- (iii) For the purposes of this rule, the shipment entitlements associated with incoming and outgoing journeys may be combined and exercised in whole or in part as one shipment provided the total is within the combined entitlement.

...

Rule 107.23

Travel advances

Staff members authorized to travel shall provide themselves with sufficient funds for all current expenses by securing an advance of funds if necessary. An advance of 100 per cent of travel subsistence allowance and terminal expenses payable under these Rules may be made on the basis of the estimate and certification from the appropriate certifying officer.

...

B. 200 series

Rule 203.8

Education grant

...

Duration

- (d) (i) The grant shall be payable up to the end of the school year in which the child completes four years of post-secondary studies;

...

Rule 205.2

Home leave

- ...
- (c) The country of home leave shall be the country of the project personnel's nationality, subject to the following terms, conditions and exceptions:

- ...
- (iii) The Secretary-General may authorize:

a. A country other than the country of nationality as the home country, for the purposes of this rule, in exceptional and compelling circumstances. An individual requesting such authorization will be required to satisfy the Secretary-General that he or she maintained normal residence in such other country for a prolonged period preceding his or her appointment; that the individual continues to have close family and personal ties in that country; and that his or her taking home leave there would not be inconsistent with the purposes and intent of staff regulation 5.3;

b. Home leave travel to a country other than the home country, subject to conditions established by the Secretary-General. In such a case, the travel expenses borne by the United Nations shall not exceed the cost of travel to the home country.

Rule 207.15**Terminal expenses**

(a) For all official travel to or from the duty station, project personnel are entitled to payment of terminal expenses, at rates and under conditions established by the Secretary-General. Terminal expenses shall be deemed to cover all expenditures for transportation and incidental charges between the airport or other point of arrival or departure and the hotel or other place of dwelling in respect of the project personnel himself or herself and in respect of each family member authorized to travel at United Nations expense, except the costs provided for under rule 207.19 (iii).

(b) No terminal expenses shall be paid in respect of an intermediate stop:

- (i) Which is not authorized;
- (ii) Which does not involve leaving the terminal; or
- (iii) Which is exclusively for the purpose of making an onward connection.

Rule 207.19**Miscellaneous travel expenses**

Necessary additional expenses incurred by project personnel in connection with the transaction of official business while in the performance of authorized travel shall be reimbursed by the United Nations after completion of travel, provided that the necessity and nature of the expenses are satisfactorily explained and supported by proper receipts, which shall normally be required for any expenditures in excess of \$20.00. Such expenses, for which advance authorization shall be obtained to the extent practicable, shall normally be limited to:

(ii) Telephone or other forms of communication required for official business;

(v) Text processing services or rental of equipment required for the preparation of official reports or correspondence;

Rule 207.20**Excess baggage and unaccompanied shipments**

(b) Project personnel travelling by air shall be entitled to reimbursement of the cost of excess baggage for themselves and their eligible family members for one bag in addition to their free baggage allowance or up to 25 kilograms per traveller.

(h) When the authorized travel is by air or by land, charges for unaccompanied shipment of personal effects or household goods relating to travel on home leave, family visit or education grant may be reimbursed up to a maximum of:

(i) 50 kilograms, or 0.31 cubic metres, by the most economical means, per person, in respect of each journey, except as provided in subparagraph (ii) below. At the request of the individual, this entitlement may be converted to 10 additional kilograms of accompanied excess baggage per person;

(ii) 200 kilograms, or 1.24 cubic metres, by the most economical means, for travel on education grant in regard to the first outward journey to, and the final return journey from, an educational institution;

(iii) For the purposes of this rule, the shipment entitlements associated with incoming and outgoing journeys may be combined and exercised in whole or in part as one shipment provided the total is within the combined entitlement.

Rule 207.22 **Travel advances**

Project personnel authorized to travel shall provide themselves with sufficient funds for all current expenses by securing an advance of funds if necessary. An advance of 100 per cent of travel subsistence allowance and terminal expenses payable under these Rules may be made on the basis of the estimate and certification from the appropriate certifying officer.

C. 300 series

Rule 307.6 **Excess baggage and unaccompanied shipments**

(b) Staff members travelling by air shall be entitled to reimbursement of the cost of excess baggage for one bag in addition to their free baggage allowance or up to 25 kilograms per traveller.

D. Appendix B to 100 series **United Nations Office at Vienna/United Nations Office on Drugs and Crime**

Appendix B

I. Hours of work

Pursuant to staff rule 101.4, normal working hours at the United Nations Office at Vienna/United Nations Office on Drugs and Crime are Monday to Friday

from 0830 hours to 1730 hours, with an interruption of one hour for lunch (i.e., 40 hours per week); summer hours (14 weeks, beginning the first Monday in June) are from 0800 hours to 1630 hours, with an interruption of one hour for lunch (i.e., 37.5 hours per week).^a Staff members may be authorized to work flexible hours, in such units and under conditions as may be determined by the Director-General/Executive Director of the United Nations Office at Vienna/United Nations Office on Drugs and Crime.

II. Official holidays

Pursuant to staff rule 101.4, official holidays at the United Nations Office at Vienna/United Nations Office on Drugs and Crime shall be New Year's Day (1 January); Good Friday; Easter Monday; Labour Day (Tag der Arbeit, 1 May); Whit-Monday (Pfingstmontag); Austrian National Day (26 October); Christmas Day (25 December); St. Stephen's Day (26 December); Aid al Adha; and Aid al Fitr. If any such day occurs on a Saturday or Sunday, the preceding Friday shall be considered an official holiday in lieu of Saturday, and the following Monday in lieu of Sunday.

III. Local recruitment

The following staff members in the General Service category shall be regarded as having been locally recruited in accordance with staff rule 104.6 and shall not be eligible for international benefits as provided under staff rule 104.7:

- (i) Nationals of Austria and persons who have been granted permanent residence in Austria;
- (ii) Persons whose presence in Austria is due to the employment or permanent residence of the spouse;
- (iii) Persons who, at the time of their appointment, have been living in Austria for more than one year or have been gainfully employed in Austria for a total of six months or more during the 12 months preceding their appointment, it being understood that:
 - a. Intermittent temporary departure shall not be considered to have interrupted the stay or employment;
 - b. Presence due to employment on a recognized international basis will not be taken into account in determining eligibility for international recruitment. For the purpose of this appendix, employment on a recognized international basis means employment with the United Nations, a specialized agency or the International Atomic Energy Agency, embassies, consulates, government missions and governmental international organizations, if the person has been granted the benefits stipulated by the employer for internationally recruited staff. Presence due to employment with a business concern will be considered individually;
- (iv) Persons recruited to serve in posts normally filled locally.

^a In some units, the break for lunch may be half an hour, depending on the work schedule. However, the number of hours worked remains the same.

A staff member regarded as having been locally recruited under subparagraph (iv) above and who is not excluded from eligibility for international benefits under subparagraphs (i) to (iii) above shall be considered as having been internationally recruited and shall be eligible for the allowances and benefits provided in staff rule 104.7, if he or she is reassigned, after an appropriate examination, to a post within the General Service category that otherwise, in the opinion of the Director-General/Executive Director, would have to be filled by recruitment from outside Austria.

IV. Overtime work

Pursuant to staff rule 103.12, staff members in the General Service category who are required to work overtime shall be given compensatory time off or may receive additional payment in accordance with the following provisions:

- (i) "Overtime" means time worked in excess of the scheduled work day or in excess of the scheduled work week or on an official holiday, provided that such work has been authorized by the appropriate official;
- (ii) "Scheduled work day" means the number of working hours in effect on any day of the scheduled work week, less one hour for a meal;
- (iii) "Scheduled work week" means the period of five working days assigned to the staff member during seven consecutive calendar days;
- (iv) Compensation for overtime shall be reckoned to the nearest half hour; overtime of less than one half-hour on any day of the scheduled work week shall be disregarded;
- (v) Overtime shall, to the maximum extent possible, be compensated by the granting of compensatory time off. Compensatory time off should normally be taken within a period of four months after it has been accrued, subject to exigencies of service;
- (vi) When the scheduled work day is less than eight hours, compensation for overtime up to a total of eight hours of work on the same day shall take the form of an equal amount of compensatory time off;
- (vii) Overtime in excess of the basic work day between 0600 and 2000 hours (regular overtime) shall be compensated by equal time off or, where this is not possible, by an additional payment at one and a half times the rate of the aggregate of the staff member's net base salary and language allowance, if any;
- (viii) Overtime on Saturdays, Sundays and official holidays and between 2000 hours and 0600 hours during the normal work week (special overtime) shall be compensated by compensatory time off at a one and a half time rate or, where this is not possible, by compensation at twice the rate of the aggregate of the staff member's net base salary and language allowance, if any. This provision shall not apply when staff members are required to work on a holiday that falls during a period of exigency;
- (ix) A staff member to whom compensation in the form of payment is due under paragraph (v) above may, at his/her request, be granted compensatory time off instead of payment, subject to the exigencies of service;

(x) The Director-General/Executive Director may require all staff members at the United Nations Office at Vienna/United Nations Office on Drugs and Crime headquarters to work on a holiday that falls during a period of exigency. In that event, he shall set another working day to be observed as the holiday and the holiday falling during the period of exigency shall be treated as a normal working day;

(xi) In the interest of the health of the staff and the efficiency of the service, supervisors shall not require a staff member to work more than 40 hours of overtime during any one month except where unusual exigencies of service so require;

(xii) The Director-General/Executive Director may prescribe special conditions and rates of overtime for groups of staff whose duties are normally performed according to a schedule other than the Monday to Friday five-day scheduled workweek or whose scheduled working hours differ considerably from those of the majority of the staff. If such staff are required to work on official holidays, the Director-General/Executive Director shall set another working day to be observed as the holiday, and the holiday falling during the period of exigency shall be treated as a normal working day.

V. Shift duties

Staff members working under shift duties will be excluded from the flexible working hours system. No compensation for overtime shall be granted to staff members in the General Service category working on shift duties, subject to the following exceptions:

(i) Compensatory time off or payment, as applicable, shall be allowed or made in respect of shift duties, only when the total time worked in a week exceeds the time of a normal working week, that is 40 hours, even if the shift covers night duty; and

(ii) Compensation as paid overtime in accordance with section IV above shall be granted when, in addition to the shift duties, work is required to be done on non-shift duties.

VI. Night differential

In accordance with Staff Rule 103.13, a night differential shall be paid to staff members assigned to a regular tour of duty, any part of which falls between 2000 hours and 0600 hours, at the following hourly rates for completed half-hours of work on a monthly basis:

(i) For staff members in the General Service category:

Net base salary at staff member's grade and step x .15
2080

(ii) For staff in the Professional category:

Net base salary at staff member's grade and step x .10
2080

Payments shall be reckoned to the nearest hour and work periods of less than one half-hour shall not be taken into consideration.

VII. On-call duty

Staff members in the General Service category who are required to carry out regular "on-call" duties shall be given compensatory time off at the following rates:

- (i) For a normal working day on call, one hour;
- (ii) For a Saturday, Sunday or official holiday on call, three and a half hours;
- (iii) For a period on call on a normal working day, which does not cover the full day, five minutes for each completed hour;
- (iv) For a period on call on a Saturday, Sunday or official holiday, which does not cover the full day, 10 minutes for each completed hour.

VIII. End-of-service allowance

Staff in the General Service category who separate from the United Nations Office at Vienna/United Nations Office on Drugs and Crime, may be paid end-of-service allowance in such amounts and subject to eligibility criteria as may be determined by the Director-General/Executive Director.



General Assembly

Distr.: General
3 August 2007

Original: English

Sixty-second session

Item 135 of the provisional agenda*

Human resources management

Practice of the Secretary-General in disciplinary matters and possible criminal behaviour, 1 July 2006 to 30 June 2007

Report of the Secretary-General

Summary

The present report is submitted in response to General Assembly resolution 59/287, in which the Assembly requested the Secretary-General to inform Member States on an annual basis on all actions taken in cases of proven misconduct and/or criminal behaviour and the disciplinary action and, where appropriate, legal action taken in accordance with the established procedures and regulations. The report covers the period from 1 July 2006 to 30 June 2007.

* A/62/150.



I. Introduction

1. The present report is submitted in response to paragraph 16 of General Assembly resolution 59/287, by which the Assembly requested the Secretary-General to inform Member States on an annual basis on all actions taken in cases of proven misconduct and/or criminal behaviour and the disciplinary action and, where appropriate, legal action taken in accordance with the established procedures and regulations. It covers the period from 1 July 2006 to 30 June 2007.

2. As requested in paragraph 17 of resolution 59/287, an information circular is being issued so that all staff of the Organization will be informed of the most common examples of misconduct and/or criminal behaviour and their disciplinary consequences, including any legal action, with due regard to the protection of the privacy of the staff members concerned.

3. A broad overview of the administrative machinery in disciplinary matters is provided in section II below so that the data provided in sections III and IV can be understood in context. Section III of the report contains a summary of the cases for which a disciplinary measure was imposed by the Secretary-General during the reporting period. Section IV contains comparative data and reader-friendly figures reflecting the disposition of all cases that were completed during the reporting period, including cases that did not result in the imposition of a disciplinary measure, and provides information on the practice of the Secretary-General in cases of possible criminal behaviour.

II. Overview of administrative machinery in disciplinary matters

A. Rules governing the conduct of staff members¹

4. Article 101, paragraph 3, of the Charter of the United Nations states that the "paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence and *integrity*" (emphasis added).

5. Article I of the Staff Regulations and chapter I of the Staff Rules, both entitled "Duties, obligations and privileges", set out the basic values expected of international civil servants because of their status, as well as particular manifestations of such basic values. Particular reference is made to staff regulation 1.2 and staff rule 101.2 for specific instances of expected or prohibited conduct.

B. Misconduct

6. Article X of the Staff Regulations, entitled "Disciplinary measures", provides in regulation 10.2 that "the Secretary-General may impose disciplinary measures on

¹ For a full overview of relevant provisions, see Secretary-General's bulletin ST/SGB/2002/13, entitled "Status, basic rights and duties of United Nations staff members", issued at the request of the General Assembly. Provisions relating to the status, rights and obligations of staff members, and to disciplinary matters, can also be found in the electronic Human Resources Handbook under "Status, basic rights and duties" and "Disciplinary".

staff members whose conduct is unsatisfactory". Staff rule 110.1, on misconduct, provides that "failure by a staff member to comply with his or her obligations under the Charter of the United Nations, the Staff Regulations and Staff Rules or other relevant administrative issuances, or to observe the standards of conduct expected of an international civil servant, may amount to unsatisfactory conduct ... leading to the institution of disciplinary proceedings and the imposition of disciplinary measures for misconduct". Similarly, staff rule 101.2 (a) provides that "disciplinary procedures ... may be instituted against a staff member who fails to comply with his or her obligations and the standards of conduct set out in the Charter of the United Nations, the Staff Regulations and Rules, the Financial Regulations and Rules, and all administrative issuances". Within those parameters, the Secretary-General has broad discretion in determining what constitutes misconduct and in imposing disciplinary measures. Administrative instruction ST/AI/371, on revised disciplinary measures and procedures,² provides further examples of conduct for which disciplinary measures may be imposed.

C. Due process

7. Where the head of office or responsible officer believes, on the basis of an investigation, that disciplinary procedures may be warranted, he or she will refer the matter to the Assistant Secretary-General for Human Resources Management for a decision on whether to pursue the matter as a disciplinary case.³ During the period covered by the present report, preliminary investigations were undertaken by the head of office or his or her designees, or by the Office of Internal Oversight Services at its own initiative or at the request of the head of office.

8. If the Assistant Secretary-General for Human Resources Management decides to pursue the matter as a disciplinary case, the first step is to notify the staff member in writing of the allegations as well as of his or her right to seek the assistance of counsel. The staff member is given a reasonable opportunity to respond to the allegations. In the light of the comments provided by the staff member, it is decided whether to close the case, to refer it to a Joint Disciplinary Committee for advice or to summarily dismiss the staff member.

9. While the Secretary-General has broad discretionary authority in deciding upon an appropriate measure in each case, no staff member can be subjected to disciplinary measures until the matter has been referred to a Joint Disciplinary Committee for advice as to what measures, if any, are appropriate. Such referral to a Joint Disciplinary Committee may be waived when the staff member concerned and the Secretary-General agree on a disciplinary measure and the proceedings would therefore serve no valid purpose. When the seriousness of the case warrants summary dismissal, prior referral to a Joint Disciplinary Committee is not required; however, staff members who have been summarily dismissed may, at their initiative, seek a review of their case by a Joint Disciplinary Committee. All staff members

² Also relevant is administrative instruction ST/AI/379, on procedures for dealing with sexual harassment.

³ The head of administration in a mission will refer the case to the Department of Peacekeeping Operations, Personnel Management and Support Service, at Headquarters, which will refer the matter to the Office of Human Resources Management if it concurs with the mission.

subjected to disciplinary measures ultimately have recourse to the United Nations Administrative Tribunal.⁴

D. Disciplinary measures

10. Staff rule 110.3 provides that disciplinary measures can take one or more of the following forms (i.e., more than one measure can be imposed in each case):

- (a) Written censure by the Secretary-General;
- (b) Loss of one or more steps in grade;
- (c) Deferment, for a specified period, of eligibility for within-grade increment;
- (d) Suspension without pay;
- (e) Fine;
- (f) Demotion;
- (g) Separation from service, with or without notice or compensation in lieu thereof;
- (h) Summary dismissal.

11. In determining the appropriate measure, each case is decided on its own merits, taking into account the particulars of the case, including aggravating and extenuating circumstances.

E. Other measures

12. Reprimands, written or oral, by a supervisory official are not considered disciplinary measures. Like warnings or letters of caution, they are administrative/managerial measures. However, they are also important measures for upholding standards of proper conduct and promoting accountability. Where inappropriate behaviour affects performance, the issue is addressed in the context of performance management. This may include training, counselling, withholding of salary increments, non-renewal of contract or termination of appointment.

III. Summary of cases for which the Secretary-General imposed a disciplinary measure during the period from 1 July 2006 to 30 June 2007

13. For each case that led to the imposition of one or more disciplinary measures, a summary is provided below indicating the nature of the misconduct and the disciplinary measure(s) imposed by the Secretary-General. The function or other particulars of the staff member are provided only when they played a role as

⁴ Numerous judgements of the United Nations Administrative Tribunal relate to disciplinary measures and show the practice of the Secretary-General for those cases brought before the Tribunal. Digests of those cases can be found in the online "Case and Jurisprudence Digest" (see <http://webfarmext.un.org/hrmtribunal>).

aggravating circumstances in determining the measures to be taken. Conduct issues that were dealt with by means other than disciplinary measures are not listed.

14. Not every case brought to the attention of the Secretary-General results in disciplinary or other measures being taken. When a review by the Office of Human Resources Management reveals that there is not sufficient evidence to pursue a matter as a disciplinary case or when a staff member provides a satisfactory explanation in response to allegations the case is closed and the staff member is considered cleared of the allegations. Cases may also be closed when a staff member retires or is otherwise separated from the Organization before disciplinary proceedings are concluded, as the Secretary-General does not have the authority to impose disciplinary measures on former staff members. In such cases, a record is made and placed in the official status file.

A. Abuse of authority/harassment

15. A staff member verbally harassed and physically assaulted a colleague. *Disposition:* fine of six months net base salary; written censure. The staff member was also required to undertake counselling after the advice of a Joint Disciplinary Committee.

16. A staff member became publicly intoxicated and harassed a female staff member. *Disposition:* written censure after waiver of referral to a Joint Disciplinary Committee.

B. Fraud/misrepresentation

17. A staff member altered a signed list of applicants for a vacant post, thereby improperly influencing the recruitment process. *Disposition:* separation from service after the advice of a Joint Disciplinary Committee.

18. A staff member submitted a claim for education grant for a child which contained incorrect information. The staff member had relied on information provided by the child without making independent inquiries concerning its accuracy. *Disposition:* written censure after waiver of referral to a Joint Disciplinary Committee.

19. A staff member knowingly misrepresented his academic credentials on the personal history profile form submitted to the Administration. *Disposition:* separation from service after the advice of a Joint Disciplinary Committee.

20. A staff member provided another staff member with a United Nations medical certificate to assist the latter in forging medical certificates which would be used by other staff to facilitate their participation in the United Nations Inter-Agency Games. *Disposition:* written censure after waiver of referral to a Joint Disciplinary Committee.

21. A staff member submitted seven forged medical certificates to facilitate the participation of seven staff members in the United Nations Inter-Agency Games. *Disposition:* written censure after waiver of referral to a Joint Disciplinary Committee.

C. Theft/misappropriation

22. A staff member attempted to steal a quantity of truck tyre inner tubes from a United Nations vehicle repair facility. *Disposition:* written censure; payment of a fine in the amount of \$200; and loss of one step within grade after waiver of referral to a Joint Disciplinary Committee.

23. A staff member diverted fuel from a United Nations tank truck to sell on the black market. When apprehended, he attempted to bribe a local policeman. *Disposition:* summary dismissal.

24. A staff member attempted to steal property on United Nations premises. *Disposition:* written censure; loss of one step within grade; one-year deferral for within-grade salary increment after waiver of referral to a Joint Disciplinary Committee.

25. A staff member misappropriated \$1,159 of the Organization's funds. *Disposition:* separation from service after the advice of a Joint Disciplinary Committee.

26. A staff member engaged in fraud, over a period of three years, by accessing for personal use United Nations vehicles using an identity other than his own. *Disposition:* summary dismissal.

27. A staff member mismanaged various United Nations construction projects, failed to exercise proper control over subordinates, unnecessarily inflated contract estimates, and solicited and accepted a bribe from a local contractor. *Disposition:* separation from service, after the advice of a Joint Disciplinary Committee.

28. A staff member failed to return or account for within the required time frame unused monies advanced to the staff member for disbursement to others. *Disposition:* written censure after waiver of referral to a Joint Disciplinary Committee.

D. Sexual exploitation and sexual abuse

29. A staff member engaged in consensual sexual relations with a local woman in the mission area and gave money to her afterwards for expenses. *Disposition:* written censure after the advice of a Joint Disciplinary Committee.

30. A staff member engaged in sexual exploitation, sexual abuse and sexual harassment of staff members and United Nations Volunteers. The staff member also engaged in abuse of authority by seeking favours and personal benefits from staff members and United Nations Volunteers in exchange for performing official acts, and by seeking to exchange employment or services for sexual favours. *Disposition:* summary dismissal.

31. A staff member used a United Nations computer to send and receive pornographic video clips and photographs. The staff member also solicited and paid for sexual favours from local women in a mission area. The staff member further took pornographic photographs of local women, which photographs later became public. *Disposition:* separation from service after the advice of a Joint Disciplinary Committee.

E. Computer-related misconduct

32. A staff member received and widely distributed pornographic video clips and photographs using a United Nations computer. *Disposition*: demotion of one grade with no possibility of promotion for three years after waiver of referral to a Joint Disciplinary Committee.
33. A staff member received and distributed pornographic video clips and photographs using a United Nations computer. *Disposition*: loss of three steps in grade; three-year deferral for within-grade salary increment after waiver of referral to a Joint Disciplinary Committee.
34. A staff member received and distributed pornographic video clips and photographs using a United Nations computer. *Disposition*: loss of three steps in grade; three-year deferral for within-grade salary increment after waiver of referral to a Joint Disciplinary Committee.
35. A staff member received and stored pornographic video clips and photographs using a United Nations computer. *Disposition*: loss of two steps in grade; two-year deferral for within-grade salary increment after waiver of referral to a Joint Disciplinary Committee.
36. A staff member received and stored pornographic video clips and photographs using a United Nations computer. *Disposition*: loss of two steps in grade; two-year deferral for within-grade salary increment after waiver of referral to a Joint Disciplinary Committee.
37. A staff member working in information technology used a password to gain unauthorized access to the United Nations e-mail account of another staff member and read that staff member's e-mail messages. *Disposition*: written censure; loss of two steps within grade; one-year deferral of eligibility for within-grade increment after waiver of referral to a Joint Disciplinary Committee.
38. A staff member accessed pornographic material over a period of 16 months using a United Nations computer. *Disposition*: loss of two steps within grade and three-year deferral for within-grade salary increment after waiver of referral to a Joint Disciplinary Committee.
39. A staff member accessed a colleague's United Nations e-mail account, copied the colleague's private note and sent it to the colleague's supervisors. At the time of the unauthorized access, the two staff members were competing for the same post. *Disposition*: demotion with no eligibility for promotion for three years and fine in the amount of one month's salary after the advice of a Joint Disciplinary Committee.

F. Conflict of interest

40. A staff member engaged in a conflict of interest in connection with a recruitment process. The staff member also acted in an insubordinate and obstructive manner during the investigation into the matter. *Disposition*: written censure after waiver of referral to a Joint Disciplinary Committee.
41. A staff member working in the procurement area engaged in a conflict of interest by entering into a commercial arrangement with representatives of a United Nations vendor. *Disposition*: summary dismissal.

IV. Disposition of all cases completed during the period from 1 July 2006 to 30 June 2007

42. The list below shows the total number of cases that were completed during the reporting period, including those that did not result in the imposition of a disciplinary measure. It should be noted that, owing to the time required to process disciplinary matters under established procedures, including the need in some cases to obtain further information after the initial investigation, the requirement to give staff members an opportunity to provide comments on charges of misconduct and referral of a case to a Joint Disciplinary Committee for advice, the figures reflect cases completed during the reporting period that had been referred to the Office of Human Resources Management prior to and during the reporting period.

Approximate number of staff	37 371
Number of cases completed during the reporting period	55
Summary dismissals	4
Other disciplinary measures after waiver of referral to the Joint Disciplinary Committee	15
Other disciplinary measures after advice of a Joint Disciplinary Committee	8
Administrative measures ⁵	13
No disciplinary or administrative action ⁶	15

V. Criminal behaviour

43. Resolution 59/287 requests the Secretary-General to take action expeditiously in cases of "proven ... criminal behaviour" and inform Member States on the actions taken. The Office of Legal Affairs has advised that criminal behaviour of staff members can be established only by competent authorities of Member States, in accordance with their criminal procedures. That office is aware of two cases during the reporting period where United Nations staff members have been subject to criminal proceedings by competent national authorities of Member States:

(a) A staff member was indicted and arrested for the criminal offence of smuggling a narcotic substance (khat) using the diplomatic pouch. The staff member entered a guilty plea for possession of a controlled substance. The staff member is awaiting sentencing;

⁵ Administrative measures include written or oral reprimands, warnings and letters of caution, all of which are important measures for upholding standards of proper conduct and promoting accountability. Additionally, where behaviour affects performance, the issue is addressed in the context of performance management, which may include training, counselling, withholding of salary increments and non-renewal of or termination of appointment.

⁶ As noted in paragraph 14 of the present report, the decision not to take disciplinary or administrative action is normally based on lack of evidence of misconduct or wrongdoing. In certain cases, no action was taken because the staff member had separated from service during the investigation owing to resignation, office-wide downsizing and death.

(b) A former staff member, who had been summarily dismissed for misconduct, was indicted, tried and found guilty of mail and wire fraud, conspiracy and corruption. That individual is awaiting sentencing.

44. The Secretary-General recommends that the General Assembly take note of the present report.



General Assembly

Distr.: General

3 August 2007

Original: English

Sixty-second session

Item 60 (b) of the provisional agenda*

**Eradication of poverty and other development issues:
women in development**

Women in development

Report of the Secretary-General

Summary

Pursuant to General Assembly resolution 60/210, the present report focuses on progress made in implementing the resolution, including women's increased participation in government decision-making bodies, and its impact on the eradication of poverty. The report concludes with recommendations for the consideration of the Assembly.

* A/62/150.



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I. Introduction

1. In its resolution 60/210, the General Assembly reaffirmed that gender equality is of fundamental importance for achieving sustained economic growth, poverty eradication and sustainable development and that investing in the development of women and girls has a multiplier effect. The Assembly also expressed its concern about the underrepresentation of women in political and economic decision-making and stressed the importance of mainstreaming a gender perspective in the formulation, implementation and evaluation of all policies and programmes.

2. The General Assembly requested the Secretary-General to submit to it, at its sixty-second session, a report on the progress made in the implementation of resolution 60/210, including women's increased participation in government decision-making bodies, and its impact on the eradication of poverty. The present report has been prepared in response to that request. The report is based on contributions from Member States in response to a note verbale and inputs received from United Nations entities.¹

II. Global trends in poverty among women

3. Global trends indicate an overall reduction in poverty since 1990.² Although it is widely recognized as complex and multidimensional, poverty is largely measured by income and expenditure data collected through household surveys. Such data are insufficient for understanding the differences in the incidence and impact of poverty on women and men as it does not take into account intrahousehold dynamics, such as distribution of food, income and unremunerated activities, and may lead to an underestimation of the level of poverty experienced by women, including women in non-poor households.³ An accurate understanding of the gender dimensions of poverty requires gender-sensitive concepts, instruments and methodologies.

4. Although poverty data disaggregated by sex are not consistently analysed and reported at the national level, it is widely estimated that women and girls make up the majority of the world's poor.⁴ In 1995, the Beijing Platform for Action

¹ Contributions were received from the Governments of: Algeria, Bangladesh, Belarus, Belize, Chile, China, Colombia, Croatia, Czech Republic, Egypt, Finland, Germany, Greece, Hungary, Iraq, Italy, Lebanon, Monaco, Montenegro, Peru, Portugal, Qatar, Russian Federation, Senegal, Serbia, Slovak Republic, Thailand, Turkey, Ukraine, and Yemen. United Nations entities providing inputs included: the Department of Economic and Social Affairs, the Economic and Social Commission for Asia and the Pacific (ESCAP), the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), the International Labour Organization (ILO), the International Trade Centre/United Nations Conference on Trade and Development (UNCTAD)/World Trade Organization (ITC/UNCTAD/WTO), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Development Fund for Women (UNIFEM), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Environment Programme (UNEP), the United Nations Population Fund (UNFPA) and the World Bank.

² United Nations, Department of Economic and Social Affairs, *The Millennium Development Goals Report 2007* (New York, 2007).

³ *The World's Women 2005: Progress in Statistics*, United Nations publication, Sales No. E.05.XVII.7.

⁴ United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), "Women and Poverty: New challenges", in "Beijing at 10: Putting policy into practice" (Santo Domingo, 2005).

recognized that the number of women living in poverty had increased disproportionately to the number of men, particularly in developing countries and in countries with economies in transition. In many countries this trend has persisted and in those countries a growing number of women continue to experience poverty. In some countries, however, female poverty has been reduced. In Chile, for example, female poverty declined from 39.3 per cent in 1990 to 14.3 per cent in 2006, although it continued to remain higher than male poverty, which stood at 37.9 per cent in 1990 and 13 per cent in 2006.⁵

5. Women's vulnerability to poverty results from a number of factors, including: inequalities in access to productive resources; gender biases in property and inheritance laws; lack of access to education and support services; minimal participation in decision-making; time constraints as a result of unequal sharing of family and work responsibilities; and unequal distribution of resources within the family. This leads, inter alia, to higher rates of malnutrition and anaemia among women and girls in comparison to men and boys from the same families.⁶

6. Gender biases in labour markets and women's lack of control over their own labour and earned income are also major factors in women's vulnerability to poverty. Evidence shows that when women work outside the household, they earn, on average, 20 per cent less than men.⁷ Women are also likely to work in more precarious forms of employment with low earnings, little financial security and few or no social benefits.⁷ Within the informal economy, women are concentrated in work associated with low and unstable earnings.⁸

7. Inequalities in the labour market, as well as women's disproportionate responsibilities for domestic work, result in a lack of economic autonomy and influence in economic decision-making within households. Recognition of this type of intrahousehold dynamic is important in order to understand the vulnerability of women and girls to poverty, including in non-poor households headed by men.⁹

8. Available data also shows that female-headed households are particularly vulnerable to poverty. For example, in the 2004 review of the implementation of the Beijing Platform for Action, Dominica noted that female-headed households constituted 39 per cent of the poor.¹⁰ Although poverty remained concentrated in rural areas in many countries, an increase in urban poverty had occurred in some countries. Brazil reported that the majority of the poorest people lived in urban favelas and Costa Rica reported more poverty among female-headed households in

⁵ Government of Chile, Ministry of Planning, Household Survey 2006.

⁶ See United Nations Development Programme (UNDP), *En Route to Equality: A gender review of national MDG reports 2005* (New York, 2005).

⁷ United Nations Children's Fund (UNICEF), *The State of the World's Children 2007: Women and Children: The double dividend of gender equality* (United Nations publication, Sales No. E.07.XX.1).

⁸ Chen, M. et al., *Progress of the World's Women 2005: Women, work and poverty, Executive Summary*, UNIFEM, New York, 2005.

⁹ Godoy, Lorena, *Understanding poverty from a gender perspective* (United Nations publication, Sales No. E.04.II.G.7), produced for the Economic Commission for Latin America and the Caribbean (ECLAC), Women and Development Series, No. 52 (Chile, 2004).

¹⁰ See E/CN.6/2005/2.

urban areas.¹⁰ Among older people, the incidence of poverty tended to be higher for women, particularly those living alone.¹¹

9. Conflict and HIV/AIDS also increased women's vulnerability to poverty. Conflict has often resulted in higher levels of female-headed households, which can be more prone to poverty. HIV/AIDS has affected a growing number of women, and has increased their responsibilities for caring for the chronically ill and for HIV/AIDS orphans, which limits their ability to work outside the home or to engage in income-generating activities.

III. Enhancing the role of women in development and poverty eradication

10. It is widely acknowledged that gender equality and women's empowerment are central to the achievement of all the Millennium Development Goals. The Task Force on Education and Gender Equality of the United Nations Millennium Project found that women's equal access to resources and opportunities can accelerate economic growth. For example, women's equal access to basic transport and energy infrastructure can lead to greater economic activity; equality in access to farm inputs can increase agricultural production and reduce poverty; and equal investment in women's health and nutrition can reduce chronic hunger and malnourishment, which increases productivity and well-being.¹²

11. The potential for facilitating the eradication of poverty through the promotion of gender equality needs to be harnessed through mainstreaming a gender perspective in economic policies and programmes. When development policies and poverty reduction strategies fail to fully integrate the priorities, needs and contributions of women and are not based on consultation with and participation of women as well as men, their effectiveness is invariably limited. Women must participate fully in the decision-making process in order to ensure attention to gender perspectives is given in poverty eradication processes and the implementation of the Millennium Development Goals.

A. Policies and strategies for development and poverty reduction

12. The national Millennium Development Goal reports and the poverty reduction strategy papers are two instruments through which countries can address both the gender dimensions of poverty and women's role in development. Sectoral policies and strategies, such as agriculture, education and labour, provide further opportunities to focus on poverty reduction, women's vulnerability to poverty and their important role as agents of development.

Millennium Development Goal reports

13. National Millennium Development Goal reports promote awareness, advocacy, renewal of political commitments and capacity-building for monitoring and

¹¹ *World Economic and Social Survey 2007: Development in an Aging World* (United Nations publication, Sales No. E.07.II.C.1).

¹² United Nations Millennium Project, *Taking action: Achieving gender equality and empowering women* (London, 2005).

reporting on progress in achieving the Millennium Development Goals.¹³ They are instruments for increasing transparency and accountability and create a supportive environment for translating commitments into action and deploying resources where they are most needed. These reports also provide a platform for building partnerships and alliances between development institutions, national governments and civil society groups and an opportunity to engage groups committed to gender equality and women's human rights, with a view to promoting action on critical gender equality issues.⁶

14. A 2005 review of national Millennium Development Goal reports by UNDP stressed that clear reporting on women's vulnerability to poverty and on the linkages between poverty and gender inequality were essential for effective reporting on achievement of the Millennium Development Goals. Analysis of reporting on Millennium Development Goal 1 in 78 national reports showed that 42 had made specific mention of women's vulnerability to poverty and 17 had included sex-disaggregated data on poverty indicators. Only 11 reports specifically mentioned the link between women's poverty and gender inequality. Actions to empower women, advance their human rights and reduce gender inequality as strategies for poverty reduction were mentioned in 13 reports. In addition, 15 reports noted targeted interventions for women as part of their national poverty reduction strategies.⁶

15. Many key factors influencing women's vulnerability to poverty were largely invisible in the reporting on Millennium Development Goal 1, including: the linkages with HIV/AIDS; the need to invest in infrastructure to reduce women's and girls' time burdens; the importance of guaranteeing women's and girls' property and inheritance rights; and the elimination of gender inequality in employment. Only two reports referred to intra-family issues such as domestic violence and unequal access to food.⁶

16. Enhanced attention to these areas under the poverty goal in future Millennium Development Goal reports is needed if we are to improve our understanding of the gender perspectives of poverty and its public policy implications. Greater participation of women in the reporting process could facilitate this.

17. National reporting on Millennium Development Goal 3 to promote gender equality and the empowerment of women has addressed the gender gap in education, women in non-agricultural employment and women's political participation, in line with the relevant indicators. A quarter of reports reviewed focused on education because of the linkages between Millennium Development Goal 2 and Millennium Development Goal 3.⁶

18. It has been noted that the indicators for Millennium Development Goal 3 are limited in scope.⁶ For example, the indicator on political participation measures the proportion of seats held by women in national parliaments. This reflects numerical representation rather than actual power and influence, such as participation in committees and bill sponsorship. It also neglects women's political participation at the local level. A number of countries, however, went beyond reporting solely on women's representation in parliament and included, for example, the percentage of women in local government, the percentage of women serving in cabinet and the percentage of women in civil service/management positions.⁶ The reports by Kuwait

¹³ United Nations Development Group, *Country reporting on the Millennium Development Goals*, Second Guidance Note (2003).

and Brazil also addressed the patriarchal political culture as a barrier to women's political participation.⁶

19. Nearly two thirds of the reports reviewed covered a broader set of indicators than those on education, non-agricultural employment and political participation. Additional data were provided on stereotypes and discriminatory practices (31 reports), gender wage gaps (25 reports), violence against women (22 reports), legal barriers to equality (18 reports), domestic work and unpaid work (15 reports), access to land and assets (12 reports), negative impacts of economic policies (11 reports) and gaps in the policy framework (10 reports). A few reports mentioned additional challenges, such as limited national capacity for gender mainstreaming (7 reports), women's different level of access to social services (7 reports), male attitudes (6 reports) and the need for institutional change and transformation (5 reports).⁶

20. A joint UNDP/UNIFEM project on gender equality and the Millennium Development Goals piloted innovative approaches for mainstreaming gender perspectives and increasing women's involvement in Millennium Development Goal processes in Cambodia, Kenya, Kyrgyzstan, Morocco and Peru. In Cambodia and Kenya, the initiative increased women's participation through the involvement of women's groups in policy dialogues, the establishment of a national women's network, district-level poverty dialogues with women and the reflection of women's voices in the Millennium Development Goal information pack for the media.⁶ These initiatives increased women's participation in the Millennium Development Goal processes and enhanced the incorporation of women's priorities, needs and contributions into national Millennium Development Goal reporting.

Poverty reduction strategy papers

21. Poverty reduction strategy papers provide an overview of economic and social policies and programmes at the national level to promote economic growth and reduce poverty. The papers are prepared by Governments through a participatory process involving civil society and development partners, including the World Bank and the International Monetary Fund (IMF). The principle behind this process is that social policies should be oriented towards improving human development for all, including through supporting gender equality, equal opportunities and the elimination of all forms of discrimination. Despite this, poverty reduction policies and programmes continue to neglect gender equality perspectives.¹⁴

22. UNDP recommends that a gender-responsive national poverty reduction strategy should include the following components: increasing women's access to productive assets and employment opportunities; eliminating gender biases in the delivery of social services and public goods; ensuring the availability of basic survival needs such as drinking water and fuel; and supporting technological innovations that reduce the time burden of domestic work.⁶

23. Gender analysis conducted for a 2004 World Bank desk review of 18 completed poverty reduction strategy papers found that the proportion of papers with extensive diagnosis of gender inequalities had increased from 17 per cent in

¹⁴ Bell, Emma, *Gender and PRSPs: with experiences from Tanzania, Bolivia, Viet Nam and Mozambique*, Institute of Development Studies, University of Sussex, Brighton, 2003.

2002 to 33 per cent in 2003.¹⁵ In the financial year 2003, about half of all such papers provided sex-disaggregated indicators to measure integration of gender perspectives in education and health and about one third included gender-sensitive indicators to measure progress in governance and labour markets.

24. A number of poverty reduction strategy papers provided indicators to monitor gender-related actions in the areas of infrastructure, agriculture, rural development and financial services. For example, the paper for Mali reported that the percentage of female entrepreneurs and the percentage of women benefiting from microenterprises as indicators of progress. It also proposed training women in rehabilitation and conservation techniques for water and land as part of the infrastructure and the production sector pillar for the papers.¹⁵

25. Examples of good practice in linking gender analysis and poverty reduction include the poverty reduction strategy papers from the Gambia, Rwanda, Serbia and Viet Nam. In the Gambia's interim paper, it was noted that major factors in poverty among rural women include their predominance in subsistence agriculture, where they have less access than men to mechanized technologies, and the fact that, in addition to farming, they work longer hours than men carrying out household tasks. It was also noted that the lack of basic services in rural areas, such as reliable water supply, health centres and transportation, added considerably to the workload of women. The paper also recognized that the unequal gender division of labour can act as a constraint on women's access to public services. The national strategy therefore focused on promoting labour-saving devices to assist women in their farming, post-harvesting and domestic duties, and on activities to create employment and improve income generation for women.¹⁵

26. The interim poverty reduction strategy paper on Rwanda is one of the few to include legal issues related to gender equality, including the recent revision of the matrimonial code, which now offers couples the option of common ownership of property assets. In addition, it proposed a new labour code and land legislation to remove restrictions on women's ability to work and own property.¹⁶ The poverty reduction strategy paper for Serbia dealt with the poverty of women as the result of multiple factors and stressed the need for specific measures to enable women to share in the benefits of development.

27. The poverty reduction strategy paper for Viet Nam identified the high dependency ratios of poor and hungry households that are either headed by women or are reliant on women's earnings to meet household needs as a factor in the high rural poverty rate. The paper also recognized the relevance of gender equality issues to both production and reproduction and considered the importance of prioritizing women's access to credit, training and public programmes in microenterprises.¹⁶

28. Other poverty reduction strategy papers provided an analysis of gender inequalities but did not integrate them into the overall poverty analysis. For example, the paper from Burkina Faso suggested that unequal opportunities in education hold back women's employment prospects. It also drew attention to poor

¹⁵ World Bank, "Implementing the Bank's Gender Mainstreaming Strategy: Second Annual Monitoring Report, Financial Year 2003" (Washington D.C., 2004).

¹⁶ Kabeer, Naila, *Gender Mainstreaming in Poverty Eradication and Millennium Development Goals: A Handbook for Policy Makers and Other Stakeholders*, Commonwealth Secretariat, London, 2003.

health status and the limited availability of health care, lower literacy and limited access to credit. Explicit references to women and girls were confined to sections on education and health, particularly in the context of HIV/AIDS.¹⁶ While the gender analysis was sound, it did not inform the overall analysis and conclusions.

29. In most poverty reduction strategy papers, the promotion of women's participation in government, particularly local government, has not been considered. For example, the paper from Burkina Faso briefly discussed women's participation in national political life and decision-making but it did not examine linkages with governance or poverty reduction.¹⁶

30. Adequate attention to gender equality in poverty reduction requires increased participation of women in the process. The World Bank facilitated the involvement of women's groups in consultations on poverty reduction strategy papers in a number of countries. In Bangladesh, a "gender platform" was established in 2003, which included representatives of the Government, the World Bank, other donors and civil society. The gender platform developed terms of reference and a gender action plan that was used to negotiate with the inter-ministerial poverty reduction strategy paper task force on incorporating a gender analysis into the completed poverty reduction strategy paper.¹⁵ In Pakistan, a gender dialogue was established with the Government and the Inter-Agency Gender and Development Group to support the active participation of different stakeholders in the drafting of the interim paper. The gender dialogue had a focus on political participation, poverty reduction and strengthening of institutional mechanisms.¹⁵ UNIFEM supported new networks or existing women's networks in advocating for and monitoring progress on Millennium Development Goal and poverty reduction strategy paper processes in Argentina, Brazil, Burundi, Ecuador, India, Mexico, Morocco, Mozambique, the Russian Federation, Senegal, Tajikistan, Uruguay, Venezuela (Bolivarian Republic of), Zambia and Zimbabwe.

31. Women's groups have also successfully participated in and influenced the poverty reduction strategy paper process in other countries. For example, in Kenya, the African Women's Development and Communication Network, FEMNET, and the Kenya Institute for Public Policy Research and Analysis successfully collaborated on an analysis of the macroeconomic framework of the Kenyan poverty reduction strategy paper from a gender perspective. The findings were used to raise awareness and increase public dialogue on the need to mainstream gender equality at the macroeconomic level.¹⁷

32. Although the short time frame in Rwanda only allowed for a single round of consultations with the Ministry of Gender, Women and Development, the close relationship between the Ministry and women's organizations in the country gave strength to women's voices and led to a gender analysis of the poverty reduction strategy paper.¹⁶ A workshop was co-sponsored by the Ministry of Gender and Family Promotion and the Ministry of Finance and Economic Planning and participants included representatives of PROFEMMES/TWESE HAMWE, an umbrella organization of women's civil society groups in Rwanda. Presentations and

¹⁷ Wandia, M., "The Process of Integrating Gender in the PRS Process in Kenya and the Challenges Encountered by the Gender Lobby Groups", quoted in *Guide for Non-economists to negotiate poverty reduction strategies*, Development Assistance Committee Network on Gender Equality (April 2007).

recommendations focused on the importance of integrating gender perspectives into the poverty reduction strategy paper and on identifying operational tools.¹⁸

33. Although there is a consensus on the need for a participatory approach to the formulation of poverty reduction strategy papers and on the importance of gender mainstreaming, a number of challenges and limitations remain. The participation in the processes is often limited to consultations, which are not always gender-sensitive and are often restricted to a small number of non-governmental organizations.¹⁹ National machineries for gender equality in many countries have low status, are under-resourced, under-staffed and lack access to decision-making processes.²⁰ As a result, gender equality goals may be perceived as subordinate to other policy objectives. There is therefore a need to open new spaces for women to effectively participate in decision-making on, and implementation of, development policies and strategies. This would also strengthen the capacity of governments to integrate gender perspectives into national poverty reduction policies and programmes. By increasing women's participation and strengthening the focus on gender equality perspectives in the poverty reduction strategy paper process, the important gender-specific barriers to the achievement of development goals and the reduction of poverty can be addressed.

Poverty-focused policies and strategies in other sectors

34. Governments and the United Nations system have implemented a wide range of policies and programmes in different sectors with a strong focus on poverty eradication, including labour, education and training, food security, trade, infrastructure, finance and sustainable development. Many of these policies and programmes are also aimed at enhancing women's role in development, including through strengthening women's participation in decision-making.

35. Many labour market policies and strategies provide opportunities to address the priorities and needs of women and to enhance their participation. Initiatives undertaken include anti-discrimination legislation to address the gender wage gap and women's participation in the labour market (Chile, Colombia, Croatia, Lebanon, Portugal, Qatar and Serbia), the establishment or improvement of childcare centres (Chile, Greece and Italy) and the introduction of flexible working hours (Belarus) and flexible forms of employment (Greece and the Russian Federation).

36. The World Bank's gender action plan, "Gender equality as smart economics" (2006), acknowledged that increasing women's participation in the labour force and increasing their earnings are associated with poverty reduction and economic growth. The plan aims to advance women's economic empowerment in order to promote both more equitable growth and the achievement of Millennium Development Goal 3.

¹⁸ Zuckerman, Elaine, "Evaluation of Gender Mainstreaming in Advocacy Work on Poverty Reduction Strategy Papers (PRSPs): Synthesis Report" (2002).

¹⁹ Zuckerman, Elaine, "'Engendering' Poverty Reduction Strategy Papers (PRSPs): the issues and the challenges", in *Gender and Development*, vol. 10, No. 3, 2002.

²⁰ *Report of the Technical Meeting of the National Machineries for Women*, Economic Commission for Latin America and the Caribbean-Caribbean Development and Cooperation Committee/Canadian International Development Agency, Kingstown, Saint Vincent and the Grenadines, 11 February 2004; and CEDAW/C/LCA/CO/6.

37. Income-generating projects targeted at women have promoted the role of women entrepreneurs (China, Italy, the Russian Federation, Serbia and Ukraine) and have increased access to major national markets. Projects have also provided business counselling, product development, microcredit (Algeria, Bangladesh, Egypt and Peru) and capacity-building (Bangladesh, Egypt, Iraq, Italy, the Russian Federation, Senegal, Thailand and Ukraine). For example, Egypt provided training in specialized skills and skills in demand in the labour market, such as those related to new technologies and online marketing and sales, as well as training in the production of local handicrafts.

38. In the design and implementation of its Decent Work Country Programmes and in United Nations country programmes and national poverty reduction strategies, ILO addressed the different needs, priorities and contributions of women and men. ESCAP promoted rural women's entrepreneurship through the formation of cooperatives and capacity-building on the use of information and communications technology (ICT) for product marketing. A pilot initiative, "Women leading for livelihoods", was launched by UNHCR in Kenya and Mozambique. The initiative focused on the economic empowerment of refugee and internally displaced women and girls as a means to improve the well-being of refugee and internally displaced households.

39. Recognizing women's fundamental contribution to food security, agriculture and rural development, FAO worked to reduce gender inequalities in access to and control over productive resources and services and to strengthen women's property and inheritance rights as a means to reduce rural poverty, increase food security and reduce the transmission of HIV/AIDS. IFAD included special provisions for support to women in all new loans it approved in 2006 and in all of its recent country strategic opportunities papers, which are aimed at ensuring that IFAD operations produce a positive impact on poverty. The IFAD policy requires a special focus on women within all identified target groups, with particular attention to women heads of household.

40. Education and training initiatives focused on poverty eradication have included literacy programmes (Egypt), improved vocational education (Bangladesh and Turkey) and efforts to provide women with advice and counselling (Greece). Targeted efforts have also been made to improve education for rural women and girls (Algeria and Bangladesh), especially at the secondary level (Turkey), including through legislation and the elimination of school fees (China). In addition, UNESCO has worked closely with the Ministry of Basic and Non-Formal Education in Niger on the project "Fight against poverty: capacity-building of girls and women in rural areas", which is targeted at reducing poverty through the education and training of girls and women, helping them to build skills for income-generating activities.

41. In 2006, UNESCO organized a round table on "Re-engineering development: engendering ICT" to launch efforts to significantly increase the participation of women in engineering, education and employment in the ICT field within five years. Women made up more than 60 per cent of targeted beneficiaries of the International Trade Centre's trade-led poverty reduction programme, focused on agriculture, textiles, clothing and community-based tourism.

42. Member States reported on efforts to mainstream gender perspectives in international development cooperation (Czech Republic, Finland, Germany, Italy

and Monaco). For example, women and development is one of the priorities in the resolution on development policy (2004) of Finland, which encouraged partner countries to assist national gender equality mechanisms and non-governmental organizations to participate in the planning and implementation of national development policies. The Government of Germany reported that its development cooperation programmes addressed: women's equal access to and use of resources and services; barriers that prevent women participating on an equal basis with men in economic activities; and attention to the needs of women in the fight against HIV/AIDS. Germany also reported its commitment, during its Presidency of the European Union, to the adoption of the Conclusions on Gender Equality and Women's Empowerment in Development Cooperation by the Council of the European Union.

43. The Statistics Division of the Department of Economic and Social Affairs continued its work on a comprehensive programme of gender equality statistics to enhance the capacity of countries to collect, analyse, disseminate and utilize gender equality statistics effectively in all policy areas. This is essential for measuring progress in enhancing women's role in development, including through increased participation in decision-making.

B. Women's participation in government decision-making and its impact on the eradication of poverty

44. Women are critical agents of change in development and poverty eradication. Their participation in decision-making is a fundamental human right, as enshrined in the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination against Women. Political participation is one of the three indicators of progress on the implementation of Millennium Development Goal 3 on gender equality and the empowerment of women.

45. During its sixty-first session, in March 2007, the President of the General Assembly held an informal thematic debate to reinforce the promotion of gender equality and women's empowerment as priority issues needing continued attention. The debate, which included interactive panels on the role of women in decision-making at all levels and the economic empowerment of women, including through microfinance, was an opportunity to share views on actions, good practices and lessons learned, to discuss strategies for closing the gap between policy commitments and implementation at national level and to renew political commitments to full implementation of existing agreements.

46. Women's participation in government decision-making has been growing, albeit slowly, during the last decade. As of May 2007, women represented 17.3 per cent of parliamentarians in single or lower houses of parliament and 15.9 per cent of legislators in upper houses or senates, up from 11.7 and 9.8 per cent, respectively, in 1997.²¹ As of 1 January 2005, worldwide 4.2 per cent of Heads of State or of Government and 7.5 per cent of presiding officers of parliament were women.²²

²¹ Inter-Parliamentary Union, database on Women in National Parliaments: <http://www.ipu.org/wmn-e/world.htm>.

²² Inter-Parliamentary Union and the Division for the Advancement of Women of the United Nations Secretariat, *Women in Politics: 2005*, poster, Switzerland, 2005.

Research by the Inter-Parliamentary Union (IPU) found that women ministers tend to hold portfolios in social affairs (69 per cent) rather than in more powerful ministries such as finance (20 per cent), defence (12 per cent) and economy/development (9 per cent).²²

47. A number of countries provided information on women's political participation as input to the preparation of the present report. Following the January 2007 parliamentary elections in Serbia, the number of women deputies in the National Assembly nearly doubled, from 12 to 20.4 per cent. In the Hungarian parliament during the period from 2006 to 2010, although a woman speaker was elected (2002-2010), there were no female committee chairpersons. Montenegro reported no women ministers, although a woman held the position of Vice-Prime Minister for the first time. Yemen reported one woman out of 301 members of parliament, a figure that had remained unchanged since 1997.

48. Hungary reported that although nearly 70 per cent of civil servants were women, women were still underrepresented in senior positions. The Czech Republic noted that greater numbers of women participated in political, public and management functions at the lower levels.

49. Data on women in local decision-making available from 78 countries collected by United Cities and Local Governments,²³ an advocacy organization with a membership including individual cities and associations of local governments, indicated that in 2005 20.9 per cent of councillors and 9 per cent of mayors were women. The Slovak Republic reported that, as a result of municipal elections in 2004, more than a quarter of all cities had female mayors. In Hungary, the number and the share of women mayors (14 per cent) and female members in local government representative bodies (25 per cent) was reported to be rising slowly.

50. Many Governments took measures to promote women's political participation at the national and local levels, including through: the use of temporary special measures/quotas (Bangladesh, Colombia, Hungary, Portugal, Serbia and Yemen); the establishment of working groups (Hungary, Lebanon and Qatar); the development of policies, legislation and constitutional amendments (China, Colombia, Lebanon and the Russian Federation); skills-building for women candidates (Egypt and Thailand); provision of information and knowledge to women parliamentarians (Egypt); and efforts to raise public awareness of the issue through conferences and the public media (Belize, Egypt, Hungary and Thailand). In China, women were encouraged to participate in elections and government decision-making, including through the formation of discussion groups on women's participation in local governance at the village level.

51. The United Nations system has also made efforts to promote women's participation in decision-making. For example, the Governing Council of UNEP encouraged the Executive Director to assist Governments in promoting the equal participation of women in policy formulation, decision-making, implementation, monitoring and reporting on sustainable development. The Network of African Women Ministers and Parliamentarians received support from UNFPA in building its capacity on various policy issues.

²³ United Cities and Local Governments, database on women in local decision-making, available at: <http://www.cities-localgovernments.org/ucldg/index.asp?pag=wldmstatistics.asp&type=&L=EN&pon=1>.

Assessing the impact of women's participation in decision-making

52. Assessing the impact of women in decision-making is more complex than assessing the level of women's political participation. The concept of building a critical mass of women representatives (at least 30 per cent) as essential to women's potential impact on decision-making has proven to be an effective mobilization tool. Most countries, however, have yet to achieve this target.

53. The low level of women's representation, coupled with the relatively short time women have had access to decision-making in most countries, makes it difficult to obtain a meaningful assessment of their impact on the policymaking process. Women do not form a homogenous group and their actions as decision makers are also influenced by their socio-economic class, race, religion, ethnicity and other demographic characteristics determined by age and location. In addition, the indicators commonly used to measure the behaviour of parliamentarians, such as bill sponsorship and voting patterns, represent relative rather than absolute measures of influence.⁷

54. Despite these constraints, initial research has concluded that where women gain access to decision-making, they can and do make an impact in national legislatures and local governments, including on development planning.⁷ A survey conducted by IPU among women politicians on the impact of women in politics highlighted three key aspects of women's influence on the political process and government decision-making. First, the survey found that women's motivation to enter politics is strongly influenced by a powerful sense of social justice and an overall desire to make a difference to society. Second, respondents argued that women's involvement enriched and broadened the political process and brought to it new skills, styles and visions, with four out of five respondents believing that women held conceptually different ideas about society and politics. Finally, the survey showed that the overwhelming majority of respondents believed that they had a special responsibility to represent the needs and interests of women, although many stressed their mandate to represent the interests of men, women and children alike.²⁴

55. Evidence also suggests that women's participation in government decision-making bodies has improved the quality of governance. Three studies found a positive correlation between increased women's participation in public life and a reduction in the level of corruption.¹⁴ A poll conducted by Gallup and the Inter-American Dialogue in five Latin American countries in 2000 found that most of those surveyed believed that having more women in power improved government and that women were better able than men to handle a wide range of policy issues.¹⁴

The implications of women's impact on policymaking for poverty eradication

56. Research has shown that, when empowered, women made decisions that positively affected not only themselves, but also the lives of their families and their communities. It has been demonstrated, for example, that economic investments, such as cash-transfer schemes, are far more likely to positively impact the human development of children and families when targeted at women. Similarly, the data have shown that improvements in the health and education of mothers had long-term benefits for the health and education of children, which is an essential component of

²⁴ Inter-Parliamentary Union, *Politics: Women's Insight*, IPU survey (Geneva, 2000).

long-term poverty reduction.⁷ Including women in national legislatures and decision-making bodies could have a similarly positive impact on policy outcomes for children and families and the allocation of resources for development priorities.²⁵

57. This impact may be derived from the new perspectives that women bring to decision-making and the new agendas that women decision makers prioritize. Data from the above-mentioned IPU survey suggest that the increased presence of women has altered the traditionally male approach to social welfare, legal protection and transparency in government and business. In particular, it noted that women were more likely to sponsor bills and support decisions that addressed the multidimensional nature of human poverty. In many countries, women have played a critical role in passing laws and developing policies addressing women's and children's needs in areas directly related to poverty reduction.

58. For example, a significant achievement was the 1999 Law on Matrimonial Regimes, Liberalities and Successions in Rwanda, which established, for the first time, women's right to inherit land, with important implications for food production and security. This success was an outcome of an extended debate in which women parliamentarians convinced their male counterparts of the importance of the law.²⁵ Women parliamentarians in Rwanda have also lobbied for significant increases in the percentage of the national budget spent on health care. The health budget was up from 3 per cent in 1998 to 12 per cent in 2006, with women pushing to reach 15 per cent, in line with meeting the Millennium Development Goals.²⁵ Another example is the case of Lebanon, where the Minister of Social Affairs, a woman, implemented a programme to assist poor female headed households by providing free school tuition for their children and exemptions from certain taxes.

59. Women have also been instrumental in the development of gender-sensitive budgeting, which aims to ensure that government budgets and the policies and programmes that underlie them address the priorities and needs of women. Uganda's budget initiative, for example, was spearheaded by the Forum for Women in Democracy, an non-governmental organization established by female parliamentarians. The initiative, which brought together women in parliament and other minority groups, encouraged them to go beyond the monitoring of budget allocations and processes to examine the impact of all revenues and expenditures.²⁶ National mechanisms for the advancement of women have also played a significant role in gender-sensitive budget initiatives. In the Philippines, the National Commission on the Role of Filipino Women provided technical assistance to government agencies in devising gender equality plans and budgets.²⁶

60. Other examples reveal that women's participation in decision-making processes has had an impact on poverty reduction policies. In Hungary, women's non-governmental organizations, gender mainstreaming experts and civil servants from the ministry responsible for gender equality were members of the monitoring committees of the operational programmes of the new Hungary development plan 2007-2013. In Yemen, in order to reflect gender perspectives in the policies of the

²⁵ Powley, E. "Rwanda: The Impact of Women Legislators on Policy Outcomes Affecting Children and Families", background paper prepared for *The State of the World's Children 2007* (New York, 2006).

²⁶ UNDP, *Human Development Report 2002: Deepening democracy in a fragmented world* (New York, 2002).

third five-year plan and the 2003-2005 poverty reduction strategy, the Women's National Committee was represented in the Supreme National Policy Committee.

61. In Peru, anti-poverty round tables provided a new forum in which women could participate in policy processes. In 2002, women represented 60 per cent of all round-table participants, including women from government agencies, local governments and civil society institutions involved in decision-making on activities to be undertaken over the medium- and long-term. An ILO-sponsored programme on gender, employment and poverty assisted the executive secretariat for the national round tables, led by a woman, to incorporate gender perspectives into pilot programmes sponsored by the round tables.²⁷

62. At the local level, experience in India has shown that women councillors have had a concrete impact on policy decisions related to local development. For example, in the State of Rajasthan, women councillors articulated women's perspectives on access to water, fuel and health care.²⁸ Studies in two States of India, Rajasthan and West Bengal, found an unambiguous association between the stated priorities of women councillors, drinking water and roads, and increased levels of spending in these areas.²⁸ Several studies in India found that women councillors invested more in goods directly relevant to the expressed development priorities of women and children, particularly in drinking water infrastructure, housing, schools and health, and that children in these areas were more likely to be immunized and to attend government day-care centres.^{29,12} Such policy outcomes are critical for long-term development and poverty eradication.

63. In Brazil, the city of Porto Alegre implemented a full participatory budgeting process in which thousands of city residents participated in decisions on the allocation of the municipal budget. Women's participation in the process was high, reaching, in 2000, 57.3 per cent of the attending public. In 2002, the involvement of women as delegates of neighbourhood and regional assemblies was as high as 60 per cent, although it must be said that the assemblies were only consultative bodies. In the decision-making sphere of citywide assemblies, the participation of women was only 32.6 per cent.³⁰

64. Research also indicated that women in government decision-making placed greater attention on women's and children's rights. For example, a study in Argentina found that in 1993-1994 female legislators sponsored 21 per cent more bills on women's rights and 9.5 per cent more children and family bills than their male counterparts. Similar advocacy by women legislators had been carried out on a range of issues important for women's rights, including child care and parental leave in New Zealand and the United Kingdom and Great Britain and Northern Ireland and equal opportunity legislation in Colombia.⁷ Violence against women has also been high on the agenda of many women in decision-making. For example, the Forum of Women Parliamentarians in Rwanda has introduced a draft law that identifies various manifestations of gender-based violence.²⁵ Action in all of these areas is of importance for poverty reduction. When a woman is empowered, when

²⁷ CEDAW/C/PER/6.

²⁸ United Nations Research Institute for Social Development, *Gender Equality: Striving for Justice in an Unequal World* (Geneva, 2005).

²⁹ Beaman, Lori, et al., "Women Politicians, Gender Bias, and Policy-making in Rural India", background paper prepared for *The State of the World's Children 2007* (New York, 2006).

³⁰ Centro de Assessoria e Estudos Urbanos (CIDADE): <http://www.ongcidade.org>.

she can live free of violence, when she is not discriminated against in the labour force, she is able to lift herself and her family out of poverty.

65. Women have also made major contributions in peacebuilding and post-conflict reconstruction. For example, in Azerbaijan, Colombia, Liberia, Nepal and Somalia women have worked across ethnic and religious lines to make valuable contributions to peace processes.³¹

66. Women's influence on the decision-making process extends beyond their immediate actions and has an impact on the attitudes of their male colleagues. Research has suggested that male legislators are increasingly aware of the importance of issues related to women and families. For example, in Argentina, Colombia and Costa Rica, there was strong support among male legislators for both women's issues (68 per cent) and family and children's issues (66 per cent).⁷ In Rwanda, women parliamentarians worked closely with men on gender equality issues, reflecting the need to convince male parliamentarians that gender sensitivity benefits the whole country.²⁵

67. Women in government decision-making can also influence policy processes by providing role models. The presence of women decision makers may encourage other women to raise issues and express their concerns. In India, for example, it was found that the presence of a woman councillor made other women more likely to participate in discussions during the general assemblies, thereby strengthening attention to women's perspectives on development.²⁹

Challenges to women's effective impact on policy outcomes

68. Despite the successes reported, the impact of women in decision-making positions often remains constrained. This is partly due to the fact that women in government decision-making have reached the 30 per cent critical mass necessary to bring about significant change in only a very few countries. Women's impact on government decision-making is also determined by factors other than their numerical presence.⁷ Women in government often lack the opportunities of their male counterparts in terms of training, access to resources and participation in networks. Even where women are effective in articulating their views, this does not always result in change because of gender stereotypes and institutional and legal frameworks that discriminate against women.

69. An expert group meeting organized by the United Nations Division for the Advancement of Women in 2005 identified key factors that enhance women's effectiveness in decision-making and increase their impact on policymaking: (a) identifying and working with critical actors and allies; (b) developing critical mechanisms/structures that strengthen women's influence; and (c) seizing critical junctures or moments where potential to influence the policymaking process is increased.³¹

70. One of the most significant constraints to women's impact on policymaking, including in regard to poverty reduction, is that powerful bodies at all levels dealing with trade, finance and economics have been dominated by men and have been consistently resistant to incorporating attention to gender equality perspectives.

³¹ E/CN.6/2006/13.

Women are rarely assigned to work on these committees, tending to work instead on the social sectors, such as education, labour and culture.³²

71. It is important to acknowledge also that although women in decision-making are more likely than men to represent the needs, priorities and contributions of women, many women decision makers are from elite groups and may have little contact with or information on the situation of poor women. There is still a need for mechanisms to ensure better representation of the interests of poor women in government decision-making.

IV. Conclusions and recommendations

72. It is important to recognize that although women are particularly vulnerable to poverty, they are also critical agents of development and poverty eradication.

73. Analysis of national Millennium Development Goal reporting and poverty reduction strategy papers highlighted the missed opportunities to fully identify and address critical gender perspectives and build on the capacity of women in development and poverty eradication efforts.

74. Research has shown that increased participation of women in decision-making has a positive impact on development and poverty reduction. Women bring different perspectives and prioritize new agendas that focus on the priorities, needs and contributions of poor women and men and of children. Women decision makers also give greater attention to women's and children's rights and to critical issues such as violence.

75. Governments, non-governmental organizations and the United Nations system have made efforts to increase the number of women in decision-making and to build their capacity as agents of change, but accelerated action in this area is required. Women must be empowered to participate actively and effectively in the development and implementation of poverty reduction policies, strategies and programmes.

76. The General Assembly may wish to call on Governments, the United Nations system, the Bretton Woods institutions, international and regional organizations, non-governmental organizations, civil society and other relevant actors to:

(a) Ensure the explicit incorporation of gender perspectives into the design, implementation, monitoring and reporting of all development and poverty reduction strategies, including through national poverty reduction strategy paper and Millennium Development Goal reporting processes;

(b) Develop methodologies, tools and capacity-building to ensure that gender perspectives can be identified and addressed in policy areas where they have previously been neglected, such as trade, infrastructure and finance;

(c) Encourage more effective consultation with and participation of national mechanisms for gender equality and women's groups and networks in

³² UNDP, *Women's Political Participation and Good Governance: 21st Century Challenges* (New York, 2000).

national policies and strategies, especially in poverty reduction strategy paper and Millennium Development Goal processes;

(d) Promote greater participation of women in government decision-making at all levels and in all policy areas, particularly in areas where they are underrepresented, such as trade, infrastructure and economics, through the establishment of concrete goals, targets and legislated quotas and temporary special measures;

(e) Ensure that women participate at different levels in parliamentary and other committees central to development and poverty reduction and encourage those committees to collaborate effectively with national mechanisms for gender equality and women's groups and networks;

(f) Identify and address the broader constraints to women's effective participation in government decision-making to ensure that the priorities, needs and contributions of women are taken into consideration by, inter alia: providing access to training; developing measures to reconcile family and professional responsibilities; and eliminating gender stereotyping in appointments and promotions;

(g) Conduct in-depth quantitative and qualitative research, including the collection of sex-disaggregated data, on the impact and effectiveness of women in decision-making and their impact on development and poverty eradication, including by identifying and analysing the social and institutional barriers faced by women at the local, national and international levels.



General Assembly

Distr.: General
3 August 2007

Original: English

Sixty-second session

Items 61 (a) and 65 (a) of the provisional agenda*

**Operational activities for development: operational
activities for development of the United Nations system**

Advancement of women

Activities of the United Nations Development Fund for Women

Note by the Secretary-General

The Secretary-General has the honour to transmit to the General Assembly the report on the activities of the United Nations Development Fund for Women, prepared pursuant to Assembly resolution 39/125 of 14 December 1984.

Summary

The present report provides a review and update of the programme and activities of the United Nations Development Fund for Women (UNIFEM) for the years 2004-2006, with a particular emphasis on 2006. The report tracks overall progress and highlights concrete results in the implementation of the UNIFEM multi-year funding framework 2004-2007 during the years under review. The report concludes with a set of recommendations on the ways in which the development effectiveness and organizational effectiveness of UNIFEM can be further strengthened.

* A/62/150.



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I. Introduction

1. The present report provides a review and update of the programmes and activities of the United Nations Development Fund for Women (UNIFEM) for 2004-2006. It tracks progress made and highlights concrete results in the cumulative implementation of the first three years of the UNIFEM multi-year funding framework, 2004-2007 (DP/2004/5 and Corr.1), with a particular emphasis on findings for 2006. It concludes, in chapter IV, with a set of recommendations, based on the annual review undertaken by the Consultative Committee of UNIFEM, on ways in which the effectiveness of UNIFEM can be further strengthened.

2. 2006 was the final year of the three-year term of the members of the Consultative Committee (Canada, Jordan, Mexico, Niger and Slovenia). In 2007 new members of the Consultative Committee (Estonia, Jordan, Mexico, Norway and Sudan) began their term. The new Committee, chaired by Estonia, has provided valuable guidance and advice to the Fund.

3. While UNIFEM contributes to the achievement of reported results, changes at the outcome level represent the efforts of multiple actors, including national partners in Government and non-governmental organizations. The Fund plays the role of facilitator, advocate, technical adviser and convenor in achieving the results reported below, together with programme countries and often with United Nations partners, bilateral donors and other actors.

II. Development effectiveness

4. The strategic results framework is comprised of four goals and four outcomes. The four goals are as follows: (a) reducing feminized poverty; (b) ending violence against women; (c) reducing the spread of HIV/AIDS among women and girls; and (d) achieving gender equality in democratic governance. The results in the UNIFEM strategic results framework are drawn from commitments that countries have made and the priorities they have identified. Many partners contribute to results related to gender equality; when progress is made, it is because they are wholly owned and propelled by the programme countries where UNIFEM provides support.

A. Outcome 1

Legislation and policies at the national and regional levels are formulated and implemented to promote and protect women's human rights

5. Gender equality advocates have addressed the needs to promote and protect women's human rights at the national and regional levels by pressing for removal of discriminatory provisions of existing laws and policies and for the introduction of a legal framework aligned with commitments to the Convention on the Elimination of All Forms of Discrimination against Women¹ and other international and regional normative frameworks.

¹ United Nations, *Treaty Series*, vol. 1249, No. 20378.

6. The Fund contributed to strengthening legal and policy frameworks in 89 countries, including through the following: removing gender-discriminatory provisions in seven countries; introducing or implementing laws and policies that promote women's rights in 38 countries and in two regional bodies; strengthening gender-equality provisions in constitutions in 5 countries; and mobilizing new or additional resources for gender equality by bringing a stronger gender equality perspective to national development strategies and/or poverty reduction strategies in 13 countries. The Fund, with other United Nations partners, provided support to 72 countries to report on and/or develop capacity in implementing the Convention on the Elimination of All Forms of Discrimination against Women, with a particular emphasis on regional programmes in South and South-East Asia, the Arab States and the Pacific.

Gender equality plans, policies and laws

7. Over the period of the multi-year funding framework, UNIFEM increased support to ensure that national action plans that promoted gender equality were incorporated into national development strategies, poverty reduction strategies and Millennium Development Goal strategies and, where possible, costed. The Fund also supported progress towards the creation, approval or stronger implementation of national gender equality plans, policies or laws in 27 countries² during the period.

8. A number of good practices are emerging. UNIFEM has brought together advocates working on national action plans with organizations working on gender-responsive budgeting to strengthen the results orientation of the work at the national level. The support UNIFEM provided to develop national action plans in Afghanistan, Ecuador, the Niger, Nigeria, Senegal and Uruguay in 2006 was linked to sector ministries' strategies, which will eventually translate into operational programmes with budgets.

Sector-specific laws and policies

9. In addition to overarching gender equality plans, laws and policies, UNIFEM supports sector-specific legal and policy work related directly to its four goals.

10. The Fund contributed to progress in reducing feminized poverty through support for 50 efforts in 36 countries over the past three years, working with national and United Nations partners. It focused on the following specific groups of women workers: (a) rural women with respect to access to land, in the Commonwealth of Independent States; (b) women home-based workers and women in the informal economy, including women migrant workers in Asia and the Arab States; (c) indigenous and Afro-descendant workers in Latin America; women producers in countries recovering from armed conflict; and women affected and infected by HIV/AIDS in Southern Africa.

² Countries supported in the period 2004-2006 included the following: Afghanistan, Albania, Azerbaijan, Brazil, Burundi, Ecuador, Dominica, Georgia, Jamaica, Kazakhstan, Kosovo (Republic of Serbia), Kyrgyzstan, the Lao People's Democratic Republic, Moldova, Montenegro, Nicaragua, the Niger, Nigeria, the Occupied Palestinian Territory, the Philippines, Senegal, Serbia, Sierra Leone, Tajikistan, Uruguay, the Bolivarian Republic of Venezuela and Zimbabwe.

11. With regard to ending violence against women, UNIFEM contributed to increasing numbers of laws and policies on violence against women, registering progress in 35 countries in 2006.³ Approximately 40 per cent focused on domestic violence, 30 per cent on general violence against women legislation, 15 per cent on trafficking and sexual violence respectively, and approximately 5 per cent on female genital mutilation and sexual harassment.

12. The United Nations Trust Fund in Support of Actions to Eliminate Violence against Women launched a revised strategy in 2005 focused on grants to support implementation in countries that have laws, policies and plans to address violence. Managed by UNIFEM, the Trust Fund has supported 43 projects on implementing laws and policies in 38 countries in the past three years. A cross-cutting evaluation methodology will be applied to assess Trust Fund grants in order to share lessons on effective strategies for accelerating implementation and enhancing accountability.

13. In the area of democratic governance, UNIFEM works with a wide range of United Nations agencies, most often the United Nations Development Programme (UNDP), the Department of Political Affairs and the Office of the United Nations High Commissioner for Human Rights (OHCHR), to assist national partners to assess the need for, draft, pass and implement positive action laws and policies for women's political participation, including in post-conflict countries. During the period of the multi-year funding framework, such assistance was provided in 14 countries and regionally in the context of the Declaration by the Heads of State or Government of the Southern African Development Community on Gender and Development.

14. The Fund's efforts to mainstream gender equality in poverty reduction strategy papers (PRSPs) and sector-wide approaches have involved working closely with other United Nations organizations to give gender equality advocates a voice in poverty reduction strategy and national development strategy processes and to secure increased budget allocations for gender-sensitive interventions. In 2006, UNIFEM supported 18 efforts related to poverty reduction strategies in Africa, Asia, Central and Eastern Europe and the Commonwealth of Independent States and the Caribbean. The Fund is increasingly linking its work on gender-responsive budgeting to assist partners in collecting evidence that supports the inclusion of gender equality in those mainstream processes. The Fund has not engaged substantively with sector-wide approaches in the multi-year funding framework period, but plans to document innovative efforts that support gender equality.

Lessons learned and key challenges

15. The gap between legal and policy changes and their implementation remains significant. During the multi-year funding framework period, UNIFEM supported the generation of better evidence to support stronger implementation and accountability, especially through gender-responsive budgeting and support for analysing and disseminating sex-disaggregated data. An intensified focus is needed to develop national capacity to support, track and assess implementation and accountability in all aspects of work on gender equality. A stronger focus on linking normative changes at the national, regional and global levels with local customary

³ Including through the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women, administered by UNIFEM.

laws and policies is needed, since those linkages more often determine options and opportunities for women and girls.

B. Outcome 2

Mainstream institutions demonstrate leadership, commitment, technical capacity and accountability for gender equality

16. Moving from commitment to implementation and accountability for gender equality means that the mainstream institutions that generate policies and services for their intended constituencies need to develop capacity and accountability at all levels for delivering to women and girls.

17. At the heart of effective gender mainstreaming in any institution is the challenge of reshaping incentive systems to support better responses to the needs of women, changing performance measures so that actions to meet their needs are recorded and rewarded, incorporating gender-responsive budgeting and institutionalizing effective leadership to champion gender equality and women's rights.

18. In its work on outcome 2, UNIFEM tracks progress towards the following four indicators: (a) the increased use of sex-disaggregated data to devise and monitor gender-responsive policies; (b) the extent to which policies, programmes and resource allocations of regional, national and local organizations are consistent with gender equality; (c) the extent to which Millennium Development Goal processes, common country assessments or United Nations development assistance frameworks and peacekeeping missions reflect commitments to gender equality; and (d) support for gender equality initiatives from United Nations country teams and multilateral development banks.

19. In the last three years, UNIFEM documented catalytic initiatives in 86 countries in outcome area 2.

Sex-disaggregated data

20. The focus on the Millennium Development Goals has increased interest in generating more specific measurements of gender equality. During the multi-year funding framework period, UNIFEM supported initiatives to bring a gender equality dimension to Millennium Development Goal processes in 42 countries and in four regions, including through executing a five-country project for UNDP and through close partnerships with United Nations regional economic commissions. The Fund helps countries to use and disseminate sex-disaggregated data particularly through regional strategies and in the context of United Nations partnerships. The Fund contributed to multi-stakeholder initiatives in 22 countries in 2006. Regionally, UNIFEM partnered with the Economic Commission for Latin America and the Caribbean (ECLAC) to generate sex-disaggregated data and analysis to support country-based reporting on the Millennium Development Goals; with the Economic Commission for Africa (ECA) to support dissemination of the African Gender and Development Index in countries throughout the region; with the South Asian Association for Regional Cooperation to launch a prototype database to track progress on gender equality for member States; with the Economic Commission for Europe (ECE) to launch *The Story Behind the Numbers. Women*

and Employment in Central and Eastern Europe and the Western Commonwealth of Independent States, a publication on the economic status of women in the region. The Fund's strategy in Central America, for instance, hinges on fostering South-South exchange so that statistics institutes in the region can benefit from the significant progress in tracking gender equality issues that the National Institute of Statistics, Geography and Informatics in Mexico has registered.

Policies, programmes and resource allocations of mainstream organizations

21. The Fund focuses on changes in policies, programmes and resource allocations in institutions related to its four goals. Cutting across all of them is the work on gender-responsive budgeting, which has grown both as a technical tool and as a movement. At the end of 2000, 42 countries had instituted gender-responsive budgeting initiatives. As of 2006, UNIFEM had identified an additional 33 countries that had engaged in some form of gender-responsive budgeting.⁴

22. The Fund played a key role in generating attention for and capacity in gender-responsive budgeting as a tool for accountability and in public sector reform. From 2004 to 2006, UNIFEM provided support in 41 countries, compared to 22 countries during the period of its previous multi-year funding framework. In the current period, initiatives supported by UNIFEM included 14 focused at the national level, 8 focused at the local level and 11 geared to both local and national levels. In an additional eight countries work is in the preliminary stages. Intensive programming on gender-responsive budgeting has shown that it is possible to institutionalize it in the policies and practices of ministries of finance, thereby influencing resource allocations in support of gender equality. In the past four years, UNIFEM contributed to efforts by the ministries of finance in Ecuador, Egypt, India, Morocco, Senegal and the Bolivarian Republic of Venezuela to launch initiatives to mainstream gender equality into the annual budget processes of line ministries.

23. At the national, regional and global levels, the Fund also works with key institutions — for instance, ministries of labour in collaboration with the International Labour Organization (ILO) — that influence decision-making in areas related to feminized poverty, such as ending violence against women (including with ministries of justice and/or law enforcement agencies and with UNFPA and UNICEF), reducing HIV/AIDS (with UNAIDS, UNFPA and UNDP) and democratic governance (often with UNDP). Its work on HIV/AIDS is illustrative. UNIFEM works with and through United Nations inter-agency thematic groups on HIV/AIDS to link national AIDS councils with gender equality advocates and women infected and affected by HIV/AIDS. From 2004 to 2006, UNIFEM contributed to mainstreaming gender into the plans and policies developed by national AIDS councils in Burkina Faso, Burundi, Ecuador, Cambodia, the Dominican Republic, Honduras, India, Kenya, Kyrgyzstan, Mali, Nigeria, Rwanda, Senegal, Thailand, Togo and Zimbabwe and worked with an additional 19 national AIDS councils to provide training in gender analysis and women's human rights-based approaches.

24. The Fund supports stronger gender equality capacity in the institutions that contribute to peacebuilding as well as in those that are critical to post-conflict reconstruction, especially United Nations integrated missions and needs assessment

⁴ Inadequate data exist to determine how many of the initiatives are ongoing, but UNIFEM is tracking a growing number of experiences in which gender-responsive budgeting is being institutionalized in ministries of finance.

teams, ministries of justice, electoral commissions and truth and reconciliation commissions. Over the multi-year funding framework period, UNIFEM helped to build stronger gender equality dimensions in institutions in 30 crisis and post-conflict countries.

Lessons learned and key challenges

25. Support for gender-responsive budgeting has consistently yielded concrete results in terms of strengthening the internal policies and procedures of government ministries on gender equality. However, institutional transformation is a long-term process requiring long-term commitments, in-depth support and clear benchmarks. That effort could be enhanced through the development of more clear-cut indicators on the process of institutional change in the direction of gender equality.

C. Outcome 3

Gender equality advocates have knowledge and are positioned to spearhead and transform policies, programmes and resource allocations

26. Advocacy for action on gender equality is fuelled by the evolving "architecture" of government institutions, experts, non-governmental organizations and grass-roots organizations that lobby to put women's human rights and development issues on local, national, regional and global agendas.

27. The Fund has been a part of the support system that invests in enhancing the capacity and voice of gender equality advocates. It monitors progress on outcome 3 on the basis of the influence of women's organizations, networks and grass-roots women's groups on mainstream policy processes, including on poverty reduction strategies and on Millennium Development Goal processes and peace negotiations, among other things. The organization also evaluates the extent to which the capacity of national and regional governmental and non-governmental organizations promoting women's rights has increased, as well as the effectiveness of inter-agency thematic groups on gender in influencing United Nations country teams.

28. From 2004 to 2006, UNIFEM supported 94 catalytic initiatives related to capacity development of national, regional and, to a lesser extent, global governmental and non-governmental organizations and networks of gender equality advocates. Those efforts included UNIFEM partnerships with national women's machineries in nearly 90 countries, often through regional initiatives and with existing and aspiring parliamentarians and their networks in 38 countries. The Fund contributed to the establishment or strengthening of more than 50 national and regional non-governmental women's networks and multi-stakeholder groups advocating for women's rights, including through 43 grants in 38 countries from the Trust Fund.

Influence of women's organizations on mainstream policy processes

29. The Fund's engagement with ministries of women's affairs increased significantly during the present multi-year funding framework, compared to the previous one. In part, this results from a stronger focus on multi-stakeholder initiatives in support of implementation of the Convention on the Elimination of All

Forms of Discrimination against Women, gender-responsive budgeting and mainstreaming gender equality in Millennium Development Goal processes and post-conflict reconstruction. The Fund supports strengthening women's ministries, positioning them to become the engine of gender mainstreaming with other government ministries and to open up spaces for engagement with women's non-governmental organizations.

30. The Fund works with women's organizations, which may be implementing partners for specific programmes or participants in multi-stakeholder initiatives, and whose members may be grantees. In addition to significant work with national women's machineries, women's parliamentary caucuses and women's regional networks in the multi-year funding framework period, UNIFEM also deepened its work with groups and networks that were run by, or represented, women who were marginalized in their own contexts. They included the following:

- (a) HIV-positive women's networks in 14 countries, and regionally in South and West Africa, in the Commonwealth of Independent States and in Latin America and the Caribbean;
- (b) Migrant women's networks in Asia and the Pacific and in the Arab States;
- (c) Home-based worker networks in Asia;
- (d) Indigenous and Afro-descendant women's networks in seven countries in Latin America, and regional networks;
- (e) Women's networks advocating for land rights in four countries;
- (f) Women's peace networks in 20 countries, and subregionally in the Balkans, the Eastern Caribbean, the Great Lakes and the Southern Caucasus.

31. The Fund supported the development of specific training approaches and modules to strengthen the national and regional capacity of women's organizations. UNIFEM supported training for women to enhance their participation as candidates and voters in elections in 15 countries in 2006. Between 2004 and 2006, with the International Women's Rights Action Watch — Asia Pacific, UNIFEM invested in training non-governmental organization representatives from 46 countries to advocate for and monitor implementation of the Convention on the Elimination of All Forms of Discrimination against Women through the project entitled "From global to local". UNFPA joined the initiative in 2006.

Challenges and lessons learned

32. A recent study by the Association for Women's Rights in Development⁵ and other data suggest that support for gender equality experts and women's rights organizations at all levels is inadequate. Furthermore, the absorptive capacity of those groups has not expanded in a way that is consistent with opportunities and needs. The Fund intends to significantly focus its support of women's organizations, including by sharpening the mechanisms used to track changes in capacities and influence.

⁵ Available from http://www.awid.org/publications/where_is_money/weblibro.pdf.

D. Outcome 4

Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls

33. Until support for gender equality and women's human rights brings about changes in attitudes and behaviours at the microlevel, gender equality will remain elusive. There is significant work worldwide on changing attitudes and practices to support gender equality, but methods, tools and data that track their overall impact are largely absent.

34. **UNIFEM contribution to progress.** The Fund tracks progress towards outcome 4 according to the following: the extent to which media and communications portray gender equality challenges and achievements; the effectiveness of campaigns and institutional mechanisms to prevent, reduce and monitor gender-based violence; increases in national institutional mechanisms to prevent, reduce and monitor gender-based violence; changes in gender disparities in wages. Altering attitudes and practices is the most challenging level of change, requiring greater investment in tools and monitoring processes.

35. **Gender-responsive media coverage.** In 2006, UNIFEM supported efforts in 50 countries to enhance media coverage of gender equality issues. Those efforts included national partnerships to support coverage (a) on ending violence against women; (b) on the gender dimensions of HIV/AIDS; and (c) on women's roles in peacebuilding. Most of them involve inter-agency initiatives: for example, in Latin America and the Caribbean, UNIFEM coordinates an annual region-wide media campaign that is a collective effort of UNIFEM, UNDP, UNFPA, UNICEF, the International Research and Training Institute for the Advancement of Women (INSTRAW) and the Pan American Health Organization to highlight the dimensions of gender-based violence in commemoration of the 16 Days of Activism to End Violence against Women.

36. On a selective basis and to enhance policy and institutional change to address feminized poverty, UNIFEM supports innovative pilot initiatives that demonstrate how to improve women's income-earning options, especially in post-conflict situations. UNIFEM support for widows of the 1994 genocide in Rwanda helped to establish a link between women weavers and a fair trade company that markets their baskets in the United States. As a result, approximately 51,000 baskets have been sold through Macy's department stores in Atlanta, Chicago and New York, and online, generating revenue of \$800,000 for Rwandan women weavers. According to the director-general of the Rwanda Investment and Export Promotion Agency, the production and sale of the baskets now provides sustainable support to women in 2,000 communities.⁶

Challenges and lessons learned

37. Specialized skills and tools are needed to document and evaluate the processes that lead to sustainable shifts in attitudes and practices to support gender equality and women's human rights. Further investment in developing those tools is critical given the significant contributions that UNIFEM and others working on gender equality make in multi-media and advocacy campaigns.

⁶ See <http://www1.macys.com/campaign/rwanda/story.jsp>.

III. Organizational effectiveness

38. The five performance goals to track organizational effectiveness are presented in the organizational effectiveness matrix approved by the Executive Board of UNDP and UNFPA in its decision 2004/10. Major shifts in organizational effectiveness resulted from changes in the following: (a) UNIFEM engagement with United Nations reform, particularly the inter-agency coordination initiatives that it spearheaded and the critical guidance from resolution 59/250 on the triennial comprehensive policy review of operational activities for development of the United Nations system; (b) the use of creative arrangements and partnerships to extend its programming to over 100 countries; (c) the revision or strengthening of organization-wide strategies related to a number of global initiatives, including the Trust Fund; (d) providing in-house guidance and training in results-based management; (e) the revision of the UNDP/UNIFEM operational guidelines; and (f) the introduction of Atlas, the enterprise resource planning system. Each performance goal is further developed below.

A. Goal 1

The coherence, relevance and sustainability of UNIFEM products and services achieve recognition

39. Goal 1 relates primarily to the Fund's role as innovator, catalyst and provider of technical expertise. In tracking progress, UNIFEM monitors the extent to which the initiatives it supports are replicated or scaled up; the extent to which feedback demonstrates the relevance of its products and services; and the extent to which its evaluations are used strategically to generate learning that feeds into more effective action by UNIFEM and its partners.

40. The catalytic and innovative role that UNIFEM plays in promoting action on gender equality is central to its mandate. It carries out that role by piloting initiatives, bringing visibility to the effective innovations of its partners and, through advocacy, placing critical and under-recognized issues that affect progress towards gender equality on policy and programming agendas.

41. Over the past three years, UNIFEM tracked 61 instances in which Governments, non-governmental organizations or entities of the United Nations have replicated or scaled up specific UNIFEM-supported innovations at the local or national level. Of those initiatives, 30 were replicated by Governments, 17 by United Nations entities and 14 by non-governmental organizations or the private sector.

42. UNIFEM produces a wide range of print, audio-visual and electronic resource materials and undertakes campaigns related to the goals and outcomes of its multi-year funding framework, including the biennial publication, *Progress of the World's Women*. During the funding period, UNIFEM produced more than 100 resource materials in 18 languages. UNIFEM also tracks the extent to which the information it generates is picked up by the mainstream media, with over 3,000 articles on work that UNIFEM is supporting tracked throughout the funding period. For electronic resources, UNIFEM regularly tracks data on unique "hits" or visits, including the following:

(a) UNIFEM revamped its website in 2005. The number of hits grew by over 31 per cent, from 17.5 million in 2005 to more than 23 million in 2006;

(b) The UNIFEM portal on women, peace and security, launched in 2003, attracted over 6 million hits in 2006 compared with 4 million in 2004;

(c) The UNIFEM portal on women and HIV/AIDS, supported by UNAIDS, increased the volume of visitors with over 1.9 million hits in 2006 compared to just over 1 million in 2004.

43. Obtaining reliable and up-to-date information on the relevance of its programmes from high quality evaluations and using evaluation findings to improve performance is a high priority for the organization. The Fund engages in three types of evaluations: programme evaluation, thematic evaluation and outcome evaluation. Its internal evaluation policy was revised in 2005 to align with the standards agreed to by the United Nations evaluation group. The Fund undertook 22 evaluations from 2004 to 2006. Of those, 10 met high quality standards while others were of variable quality.

44. External, cross-regional thematic evaluations are particularly important for generating insights and evidence upon which to base UNIFEM future strategies and support. The Fund engages staff and partners in Government, the United Nations and civil society in validating and learning from the evaluations. External evaluations of UNIFEM support in respect of gender-responsive budgeting, implementation of the Convention on the Elimination of All Forms of Discrimination against Women and enhancement of the gender equality perspective in Millennium Development Goal processes and in HIV/AIDS strategies and programmes have helped UNIFEM to sharpen its strategies and partnerships.

45. More systematic and rigorous tracking of the replication and scaling up of innovation on gender equality is a core competency that UNIFEM plans to enhance. UNIFEM invested in building capacity in gender-responsive evaluation through the African evaluation network during the multi-year funding framework and will build on that strategy in the forthcoming plan. Its partnership with the World Bank on piloting results-based initiatives to enhance women's economic options in five countries dedicates 40 per cent of total resources under the partnership to undertake rigorous evaluation of each pilot. The Fund has also partnered with the World Bank to develop a draft methodology for improving impact evaluation of community-based initiatives to end violence against women supported by the Trust Fund, a methodology which it is committed to further develop in the next four years.

46. The Fund will significantly strengthen its evaluation approaches and capacities in the next four years, working closely with UNDP, its associated funds and other United Nations organizations to ensure economies of scale and alignment with United Nations evaluation group principles.

B. Goal 2

The capacity of UNIFEM programmes is aligned with demand and opportunities to introduce and support innovation, learning and results

47. The Fund assesses progress towards goal 2 by reviewing the outcomes of its engagement with, and influence on, United Nations reform and coordination and by monitoring how a realigned structure helps UNIFEM to better meet demands and opportunities.

48. The Fund engages with United Nations reform and coordination in a variety of ways at the global, regional and national levels, such as chairing and participating in inter-agency initiatives and partnerships including gender theme groups, joint programming in partnership with one or more United Nations organizations and project execution for other United Nations organizations. The Fund also provides technical support or advocacy to strengthen the gender equality perspective in coordination processes, including common country assessments, United Nations development assistance frameworks, the Millennium Development Goals and poverty reduction strategy papers.

49. In the context of United Nations reform, UNIFEM initiatives to stimulate and support enhanced and more effective inter-agency action on gender equality have increased at all levels, as follows:

(a) UNIFEM was a partner in more than 50 inter-agency initiatives at the field and headquarter levels in 2006, most frequently collaborating with UNDP, UNFPA and UNICEF. Of those, approximately 30 were country-based or regional programmes in partnership with one or more United Nations organizations, with UNIFEM spearheading or playing a coordinating role in approximately 14 instances;

(b) The Fund chairs numerous inter-agency task forces and theme groups. At a global level, it chairs the United Nations Development Group Task Team on Gender Equality, is the co-chair (with UNDP) of the United Nations Development Group working group on programming policy and has co-chaired (with UNFPA) the Inter-agency Task Team on Gender and HIV/AIDS. At the regional level, UNIFEM chairs the gender and human rights advisory group for the African Regional Directors' Team, the South Asia inter-agency steering committee on trafficking in women and the ad hoc working group on HIV/AIDS and gender for the Caribbean, and it recently handed over the chair of the South Asia Coordinating Group on Action against Violence. At the national level, it chairs 17 gender theme groups and participates in an additional 10 gender theme groups, as well as chairing or participating in at least 20 additional United Nations theme groups on HIV/AIDS, governance, human rights or poverty;

(c) UNIFEM was cited as a leader and partner on gender equality initiatives in 42 of 135 resident coordinator annual reports in 2006 for initiatives in support of achieving the Millennium Development Goals, ending violence against women, including a gender perspective in the response to HIV/AIDS and increasing women's political participation.

50. The Fund tracks annually the number of common country assessment, United Nations development assistance framework, Millennium Development Goal and

poverty reduction strategy paper initiatives for which it provides technical expertise, as shown below:

<i>UNIFEM involvement in coordination mechanisms</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>
Millennium Development Goals	15	32	25
Common country assessments and United Nations development assistance frameworks	14	37	42
Poverty reduction strategy papers	19	18	18

The results of the preceding engagements are variable. When successful, they strengthen the implementation of normative agreements moving towards gender equality, lower transaction costs for Governments and other partners since the United Nations system is working together, and increase investments in gender equality by United Nations system partners.

UNIFEM and the United Nations Development Group Task Team

UNIFEM chairs the 17-member United Nations Development Group Task Team on Gender Equality.⁸ In 2006, its key achievement was securing the endorsement by United Nations Development Group principals of two task team recommendations, which emerged from enquiries undertaken in 2005 and 2006 and which are focused on strengthening gender equality commitments and programming in the United Nations country teams. The Group's principals endorsed a process to finalize a set of performance indicators that country teams can use to track their progress and enhance their accountability on gender equality programming, as well as the pilot of an action learning process with a small number of country teams to devise United Nations models for integrated, holistic programming in support of gender equality. UNIFEM, UNFPA, UNICEF and ILO are spearheading the work for the Task Team on the two initiatives, with other Task Team members taking the lead in other areas. There is close collaboration between the Task Team and the Inter-Agency Network on Women and Gender Equality.

In 2006, the Task Team also completed its second gender review of resident coordinator annual reports. The findings were published in the annual *Synthesis of Resident Coordinator Annual Reports* and have led to revisions of the resident coordinator annual report guidelines, which include a specific section on gender equality initiatives for 2007.

⁸ The International Fund for Agricultural Development, ILO, the Food and Agriculture Organization of the United Nations, the United Nations Division for the Advancement of Women, UNDP, the Economic and Social Council, the United Nations Human Settlements Programme, the United Nations Environment Programme, the United Nations Educational, Scientific and Cultural Organization, UNFPA, UNICEF, UNIFEM, the United Nations Office on Drugs and Crime, the Office of the Special Adviser on Gender Issues, the Permanent Forum on Indigenous Issues, the World Food Programme and the World Health Organization.

51. In the context of United Nations reform, UNIFEM supports efforts of gender equality experts and advocates in governmental and non-governmental organizations to have a voice in key debates. The UNIFEM Consultative Committee played a catalytic role in commissioning the study entitled "Organizational assessment: UNIFEM past, present and future" (A/60/62-E/2005/10, annex). Its release in early 2005 stimulated dialogue among many constituencies. UNIFEM and members of the Consultative Committee convened numerous sessions with partners, including the first regular session of 2006 of the Executive Board and during the Commission on the Status of Women. Key findings of the assessment were reiterated in the gender equality section of the report of the High-Level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment (see A/61/583) and contributed to stimulating higher-level dialogue on the inadequate funding and positioning of the architecture that supports work on gender equality.

52. Incremental changes in the structure of UNIFEM took place during the multi-year funding framework. Three key developments were the most influential, as follows: (a) revised operational guidelines with UNDP, and the introduction of Atlas, which led to a stronger focus on strengthening and decentralizing certain functions (see goal 4 below); (b) the multi-year funding framework commitment to identify two or three priority countries in each subregion for more sustained engagement; and (c) the development of innovative arrangements for extending the Fund's reach.

53. UNIFEM was able to extend the scope of its activities through a variety of creative and cost-effective mechanisms. In addition to its 15 subregional offices, UNIFEM expanded its reach through cost-shared programming, shared staff and partnerships with sister United Nations organizations (most often with UNDP); subregional programmes that involve multiple countries in particular initiatives; support for Governments and non-governmental organizations through strategic grant-making; and the creative use of volunteers and junior professional officers. UNIFEM estimates that its programming and technical support reached 133 countries during the past three years, including through strategic grant-making and the provision by subregional office staff of technical expertise to national and United Nations partners.

54. Close subregional coordination with resident coordinators has helped UNIFEM to identify strategic opportunities to lend support, sometimes for specific, longer-term programmes, as in China, and at other times for a more limited engagement, as in the case of Pakistan where the resident coordinator requested UNIFEM assistance in undertaking a gender assessment in the aftermath of the 2005 earthquake.

Priorities for improvement in the next four years

55. The intensification of United Nations reform raises pressing issues for inter-agency coordination on gender equality. Inter-agency partnerships are most effective when they are focused on specific results. UNIFEM will invest most heavily in existing partnerships that meet the preceding criteria, such as the United Nations Partnership on Sexual Violence. The Fund will also undertake new initiatives where the demand exists, for example on a United Nations system-wide initiative on gender-responsive budgeting, building on its partnership with UNFPA to develop a resource pack on gender-responsive budgeting and women's reproductive rights.

Additionally, UNIFEM plans a significant engagement with the "delivering as one" pilot projects as key sites for testing how the United Nations system will deliver as one.

56. UNIFEM will also build on good practices that have demonstrated cost-effective ways to support greater coordination on gender equality, as in Kosovo, where it is the lead implementing partner for the United Nations country team programme on Millennium Development Goal 3, or in Central America, where it cost-shares gender expertise with UNDP. A key ingredient in being able to align structures to respond to opportunities is to secure the anticipated core funding targets.

C. Goal 3

Strategic partnerships generate new and expanded constituencies and learning for gender equality

57. The indicators for goal 3 refer primarily to the following: implementation of revised agreements to enhance the partnership with UNDP; results of agreements with other multilateral partners; and new opportunities to strengthen partnerships with bilateral donors, the private sector and civil society (partnerships with Governments are covered in the development effectiveness section).

58. UNIFEM, as an associated fund, engages with UNDP in two ways: (a) the Administrator of UNDP is accountable for UNIFEM and, in that context, operational guidelines govern the administrative relationship between the two organizations; and (b) as the United Nations women's fund with a mandate to work across the United Nations system, UNDP can call on UNIFEM to enhance gender equality expertise in the resident coordinator system, in the United Nations Development Group and also, through project execution agreements, as an executing agency for UNDP programmes in UNIFEM areas of comparative advantage.

59. Programmatically, UNIFEM and UNDP strengthened collaboration on strategic issues. According to the report by the Executive Board on the evaluation of gender mainstreaming in UNDP (DP/2006/5), 70 per cent of country offices cited "effective or very effective" cooperation between the two organizations. The partnership with UNDP is multidimensional, including global initiatives such as the International Knowledge Network of Women in Politics (I Know Politics), the joint partnership on sexual violence, support for UNAIDS on the gender dimensions of HIV/AIDS, multiple collaborations in crisis and conflict countries and shared gender equality expert staff in China, Nicaragua and Uganda.

Results of agreements with other multilateral partners

60. In addition to UNDP, UNIFEM continued to partner most frequently with UNFPA and UNICEF. Collaborative efforts also included the Office of the United Nations High Commissioner for Refugees, ILO, the International Fund for Agricultural Development, UNAIDS, INSTRAW, the United Nations Environment Programme, the United Nations Office for Project Services, OHCHR, the International Organization for Migration, the United Nations Office on Drugs and Crime, the Office for the Coordination of Humanitarian Affairs, the Department of

Peacekeeping Operations, the Department of Political Affairs, the Economic Commission for Latin America and the Caribbean, the Economic Commission for Europe and the Economic Commission for Africa.

61. In the lessons learned from the strategic business plan 2000-2004, UNIFEM noted the importance of forging stronger partnerships with the multilateral development banks. In that regard, its partnership with the World Bank has become more concrete during the past three years. The following three initiatives were launched:

(a) UNIFEM is executing a component of the Gender Action Plan of the World Bank, focused on supporting replicable results-based initiatives to enhance women's economic options and opportunities in five countries. The goal is to demonstrate strategies that can be scaled up by the Bank;

(b) UNIFEM worked with the World Bank to draft an impact evaluation methodology to assess the effectiveness of community-based initiatives to end violence against women supported by the Trust Fund;

(c) UNIFEM and the World Bank partnered closely on gender equality in disarmament, demobilization and reintegration in the Great Lakes region.

While the preceding partnerships have yet to yield concrete results on the ground, the systems are being put in place to generate and track them over the next three years.

62. The multi-year funding framework period has also seen partnerships expand with the European Commission, particularly on the gender equality dimensions of aid effectiveness and with the Development Cooperation Directorate of the Organization for Economic Cooperation and Development through active participation in its governance, human rights and gender equality networks.

Strengthening partnerships with bilateral donors, the private sector and civil society

63. UNIFEM continues to have strong partnerships with bilateral donors and civil society and continues to explore more effective ways of partnering with the private sector. New opportunities that emerged in the 2004-2007 period include the following:

(a) UNIFEM management of a \$6.7 million basket fund in Kenya is a new approach to forging a partnership with Governments, civil society and bilateral donors in the context of aid effectiveness;

(b) Three new partnerships with the private sector are notable in the present multi-year funding framework cycle: the Calvert Investment Fund, with which UNIFEM has partnered to launch a set of women's principles to guide corporate accountability for gender equality; Johnson and Johnson, which became the first major private sector contributor to address the interlinkages of violence against women and HIV/AIDS through the Trust Fund; and Macy's Department Store, generating more than \$800,000 for women basket-makers of Rwanda;

(c) A private sector/bilateral partnership initiated in the previous multi-year funding framework, between Cisco Systems and the United States Agency for International Development (USAID), continued to promote innovation and scaling

up during the current multi-year funding framework. In the Arab States, UNIFEM efforts to ensure that women benefit equally with men from information and communications technology have been expanded significantly. What began as a partnership, in 2001, with the Government of Jordan, Cisco Systems, UNDP and USAID to bring a gender dimension to the CISCO Networking Academy Programme has now been taken to larger scale by the Government of Jordan and is being replicated in Morocco and Lebanon. In Jordan, UNIFEM is now executing an "e-village" initiative as a public-private partnership with the Government and many private sector partners (Microsoft, LEGO robotics, and others). The initiative ensures that rural women benefit from the Government's support of information and communication technology initiatives by bringing technology and training to semi-rural villages that are hoping to attract tourists. Plans are under way to extend the e-village project in Jordan by partnering with the United Nations Educational, Scientific and Cultural Organization and the World Health Organization in implementing mini e-villages throughout the country.

D. Goal 4

Management and administration of financial and human resources are aligned with a commitment to excellence, empowerment and rights

64. Progress was made in several key areas, including the issuance of an instrument of delegations of authority by the UNDP Administrator, for the purpose of bringing up to date and further delegating to the Executive Director of UNIFEM matters concerning its administration and management; the application of that instrument to enhance operational autonomy and effectiveness, and the strengthening and clarification of UNIFEM/UNDP partnerships on operational matters.

Delegation of authority

65. UNIFEM and UNDP worked intensively throughout the period of the multi-year funding framework to update and implement the operational guidelines. Under the delegation of authority the Executive Director of UNIFEM, while remaining accountable to the Administrator, assumes greater authority and responsibility in matters relating to human resources, finance and administration. A simple example of the impact: UNIFEM now has a bank account in three currencies to receive contributions directly. This has enhanced the accuracy and speed of recording contributions.

Human resources and staff capacity

66. The establishment of the UNIFEM Human Resources Centre in 2006 was an important step towards fuller application of the delegation of authority. The Centre has started to improve UNIFEM approaches to and standards for human resources, including enhancing recruitment, the review of contract modalities and the development of strategic learning plans.

67. Enhancing staff capacity is fundamental to continuously improving the ability of UNIFEM to monitor and track results. While reporting has improved in some areas, UNIFEM internal systems and capacities need significant improvement to

enhance both quality and timeliness. UNIFEM has taken a number of steps during the multi-year funding framework period to address this. In 2005, UNIFEM finalized the "Essential guide to results-based management", and a core group of staff, trainers and resource persons in results-based management were identified to act as an internal network of resource persons on the application of results-based management in UNIFEM-supported initiatives. Regional training has been launched to build the capacity of UNIFEM staff and partners, in order to enhance the quality and results-orientation of monitoring and reporting. Annually, UNIFEM staff review multi-year funding framework reports, generate feedback on the content and quality of results-based monitoring and reporting, identify gaps and lessons learned and track progress on follow-up to recommendations from the previous session.

Administration of financial resources

68. The formula for the geographic allocation of core resources was determined by the UNIFEM Consultative Committee at its forty-fourth session in 2004. Non-core resources were utilized geographically and thematically according to the respective donor cost-sharing and trust fund agreements.

69. With regard to total expenditures over the three-year period of approximately \$145 million, Africa expended the largest share of core resources (30 per cent), while Asia-Pacific and Arab States expended the largest share of total resources owing to the predominance of non-core resources in that region.

70. With respect to how funds were disbursed among the multi-year funding framework goals, expenditures of core resources were more or less equally distributed. When cost-sharing and trust funds were taken into account, expenditures for governance, reflecting primarily work on crisis and post-conflict reconstruction, represented more than a third of the total at \$54.6 million. The multi-year funding framework goals of reducing feminized poverty and ending violence against women received nearly a quarter of those expenditures (\$38 million and \$33.7 million respectively), and HIV/AIDS had the lowest level at about \$19 million or 13 per cent.

71. There are several priorities for improvement in the next four years. For example, many of the dimensions to management effectiveness can be addressed through Atlas. UNIFEM has made good progress in institutionalizing Atlas and developing staff capacity to make maximum use of certain functions. Over the next four years, a high priority is to use the full functionality of the system, especially to ensure that UNIFEM is able to do results-based budgeting.

E. Goal 5

A larger, more diversified and more reliable resource base supports the capacity of UNIFEM to meet opportunities and commitments

72. During the period 2004-2006, the Fund's total resources increased by 14 per cent, from \$49.2 million in 2004 to \$56.3 million in 2006. UNIFEM raised a total of \$160 million over the three years, against a projected \$121.3 million anticipated in the multi-year funding framework. The increase was largely the result of the expansion of non-core resources, from \$25.9 million in 2004 to \$31.3 million in 2006. Nevertheless, core resources increased only slightly, from \$23.2 million in 2004 to \$25 million in 2006. This is reason for concern, as core resources constitute the bedrock of UNIFEM work and underlies its ability to plan effectively.

73. While the rise in non-core resources was double or triple the projections (depending on the year), the increase in core resources fell short of multi-year funding framework projections.

74. The UNIFEM resource base became more diversified in terms of the number of contributors. In 2006, 54 Governments, 15 non-governmental and private organizations, five national committees and four United Nations entities contributed resources. However, contributions remained concentrated among a few donors, with the largest five government donors contributing about three quarters of the Fund's resources in 2006.

IV. Recommendations

75. The UNIFEM Consultative Committee, which is comprised of five member States (Estonia, Jordan, Mexico, Norway and Sudan) appointed by the President of the General Assembly, provides key recommendations to the organization each year. At its forty-seventh session, during which it reviewed the work of the Fund in 2006, the Committee made the following recommendation:

The UNIFEM Consultative Committee,

1. *Emphasizes* that UNIFEM is an essential component of the United Nations gender architecture and of the ongoing United Nations reform effort and recommends that UNIFEM continue to be involved in all such processes. In this respect it takes note of the report of the Secretary-General's High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment, especially with regard to the section of the report concerning gender equality and women's empowerment;
2. *Encourages* UNIFEM to take active steps, through its participation in the United Nations Development Group to ensure that a gender perspective is fully integrated in the One United Nations pilots, and invites the Administrator, in his capacity as the Chair of the United Nations Development Group, to facilitate the role of UNIFEM in this respect;
3. *Welcomes* the Fund's work as the Co-Chair of the United Nations Development Group working group on programming policy and the Chair of

the United Nations Development Group Task Team on Gender Equality, and encourages UNIFEM to continue to contribute to the strengthening of the United Nations country teams' coordinated support to countries to advance gender equality and women's empowerment;

4. *Encourages* UNIFEM to continue to provide input to the assessment and preparation process of the triennial comprehensive policy review of operational activities of the United Nations development system;

5. *Requests* that UNIFEM report to the Consultative Committee on the final year of the current multi-year funding framework 2004-2007 at its forty-eighth session, and annually on the upcoming strategic plan for 2008-2011, tracking progress according to the key results and indicators including how it has utilized the Convention on the Elimination of All Forms of Discrimination against Women as a basis for programming, and commends ongoing efforts to ensure complementarity of the strategic plans of UNIFEM, UNDP, UNFPA and UNICEF;

6. *Emphasizes* the need for the strategic plan for 2008-2011 to be drafted in close collaboration with Member States, and recognizes the role of the Consultative Committee in facilitating Member States' involvement in providing feedback;

7. *Encourages* UNIFEM to continue to cooperate with all relevant United Nations entities including with the Office of the United Nations High Commissioner for Human Rights and the Office for the Coordination of Humanitarian Affairs to further promote gender equality and women's empowerment, and continues to believe that UNIFEM should participate on a regular basis in all high-level interdepartmental and inter-agency committees, bodies and meetings, including the Executive Committee on Peace and Security, the Executive Committee on Humanitarian Affairs and Inter-Agency Standing Committee;

8. *Further encourages* UNIFEM to continue cooperating with relevant regional organizations, and looks forward to the report of the assessment of this collaboration at its next annual session;

9. *Welcomes* the steps taken by UNDP to create a venue for the Fund's participation in the United Nations Joint Programme on HIV/AIDS, and encourages the Administrator to make optimal use of the Fund's expertise with respect to the gender dimensions of HIV/AIDS;

10. *Welcomes* the secondment of a UNIFEM staff member to the Peacebuilding Support Office for a period of six months, and requests UNIFEM to provide an assessment of the impact of that collaboration;

11. *Notes with appreciation* the report on the implementation of the third year of the multi-year funding framework 2004-2007, and expresses its satisfaction for its focus on outcomes. It encourages current and potential donors to devote a greater share of their contributions to the Fund's regular resources and make commitments to multi-year funding, and further encourages all Member States to fully fund the current multi-year funding framework;

12. *Welcomes* the work of the three UNIFEM goodwill ambassadors, takes note with appreciation of the positive impact of their activities, and looks forward to receiving a brief update report on their activities next year;

13. *Agrees* that, in addition to the biennial UNIFEM resolution, the Consultative Committee will also introduce in the Third Committee of the General Assembly at its sixty-second session, under the agenda item on the advancement of women, a resolution to stagger the election of future Consultative Committee members;

14. *Decides* to convene other intersessional meetings in 2007 as needed.